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# World Heritage Governance and Tourism Development

A study of public participation and contested ambitions in  
the World Heritage Kvarken Archipelago





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# World Heritage management and Tourism development:

A study of public participation and  
contested ambitions in the  
World Heritage Kvarken Archipelago

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*In memory of my brother Johan Svets (1971 – 2004)  
– always in my heart.*

*Tillägnad mina barn Liv och Frank.*

## Foreword

Some time ago, while finishing my doctoral thesis, I watched the Swedish movie *Turist (Force Majeure, 2014)*. It describes a threatening situation where a family on a sunny day in the Alps are sitting on a restaurant terrace eating lunch, while they are approached by an avalanche. They survive the incident, are not physically hurt, but they experience the situation in totally different ways. This movie reminded me of the situation within the High Coast and Kvarken Archipelago during my period of research. The stakeholders I have met during the years, representing different backgrounds, visions, commitments and mandates have shared divergent understandings of the accomplishments and endeavours of the re-labelled areas – the World Heritage site.

This doctoral thesis is my personal presentation, aiming at obtaining a broad picture of local circumstances in World Heritage sites. Additional objectives have evolved during the time of the race, two of them being to stimulate critical discussions among stakeholders and to further international, and especially Nordic academic World Heritage research. As I in 2011, visited the University of Berkley for the conference *Tourism Imaginaries*, my eyes were opened for social dimensions of tourism. I had the great opportunity to personally meet and interact with some of the prominent scholars within tourism sociology – Dean MacCannell, Nelson Graborn and Valene Smith. They all influenced me to consider complementary dimensions of tourism development in my research. As a consequence, in my work I have chosen an alternative to economic discourses and therefore the point of departure represents societal and sociological views of regional development and local involvement.

It is my wish that the interest in public participation and its significance for locals would be applied and nourished by governance structures

wherever individuals and communities exist. During my PhD years I have been privileged to be commissioned within different assignments connected to my research. I was for instance invited to participate as academic representative on the expert boards of the Nordic World Heritage Foundation's pilot project for the Sustainable Tourism Programme in Scandinavia and the Baltic countries (2013–2014), and of the Mount Lofty World Heritage bid in Australia (2014 onwards). These projects have strongly formed my personal view on development, the use of natural resources and the locals living and acting within exposed designated protected areas.

In turn, I hope that as a continuum of this thesis, future researchers will engage in studying important societal issues related to both Kvarken and High Coast areas. Besides a need for more insight and understanding of UNESCO and the World Heritage concept, its potentials and barriers, there are clearly possibilities of improved local conditions and gained control for World Heritage locals and communities. It should never be questioned whether or not locals are welcomed to be involved in safeguarding and developing their own heritage.

### *Acknowledgments*

Research work indicates periods of loneliness and discipline, however, also times of inspiring encounters with knowledgeable individuals and inspiring communities. I have during my PhD years closely worked with two professors, at the same time my supervisors – Professor Emeritus Erland Eklund and Professor Emeritus Kjell Andersson. Erland inspired me to follow the World Heritage process as a reconstruction and staging of rural settings and tourism. Not only did he guide me during my Licentiate's thesis (2011), he also encouraged me to write a World Heritage book for children! Erland, moreover introduced me to the European Society of Rural Sociology as Secretary, giving me the possibility to enlarge my networks and comprehension of rurality throughout the world. Kjell, Erland's successor as professor in Rural Studies at Åbo Akademi University, made sure my academic writing was shaped-up and accompanied me towards the finish line of my doctoral thesis. He introduced me to social environmental research and the doctoral school YHTYMÄ (the Finnish Social and Environmental research school at Tampere University), the funding base on which I have accomplished this thesis between 2013 and 2015. I am thankful

for this connection as I here met several prominent Finnish scholars on home ground providing me a national network of social environmental research. At the very last stage of writing in 2016, I received a second official supervisor at Åbo Akademi University, Professor Mikael Nygård. He helped me to package the thesis and cheered me on when the autumn darkness arrived. I send a great eulogy to my three guides – I am forever grateful for our collaboration!

I have been fortunate to work together on projects and co-write two of my thesis articles with like-minded scholars. My dear collaborator and friend, Professor Wanda George from Nova Scotia, Canada – a person with great competence and knowledge of World Heritage and tourism – nestled me into the World Heritage Tourism Research network. With an email indicating the right keywords our common path started in 2010. Wanda, I will always cherish the 9th of September 2010, when you answered my email – you mean the world to me! My Norwegian collaborator and World Heritage enthusiast, Professor Allan Sande, will be remembered with great warmth, as he passed away on the 17th of May 2016. He was a real ideologist having the capability to make local peoples' voices heard and to challenge the highest level.

I have met wonderful researchers and PhD colleagues all over the world, people who have supported and motivated me during an often challenging journey partially supported on project funding. Between 2011 and 2013 I was financed by the Botnia Atlantica project LUBAT and worked with PhD student Kajsa Åberg, from Umeå University. Our task was to examine tourism and destination building in the Botnia-Atlantica regions; Ostrobothnia (Finland), Västerbotten (Sweden) and Nordland (Norway). Together we accomplished an article based on the LUBAT practices and experienced joyful interview sessions. Kajsa – you are tourism royalty to me!

Between 2014 and 2016 I was fortunate to cooperate with Dr. Ulrika Åkerlund at Umeå University. Our research involved tourism aspects in the elevating archipelago landscape of Kvarken, second homes and commons. My perspective on the recreational landscape was broadened thanks to you Ulrika – you inspire me! Professor Emeritus Michael Jones from Trondheim, Norway, has been my inspiration even before I started my PhD research. Our research topics have overlapped as he practised his PhD fieldwork over 50 years ago on the elevating archipelago in Kvarken. Thank you Michael for your research, your academic production and support during my fieldwork some 50 years later!

Especially I send my sincere 'thoughts & thanks' to my in-house academic colleagues and friends. Our common nominators for Johanna Söderholm, Nora Brandt, Ville Klemets, Kenneth Nordberg, Peter Ehrström, Ghita Bodman are rural studies and RUM at Åbo Akademi. With Martin Paju, Art Pedersen, Marit Myrvoll and Rosalinda Ruiz-Scarfuto I have experienced deep discussions and found a new and profound understanding of heritage. For me, our discussions have settled deeper than the most exquisite literature! Charlotta Hilli, Hannah Kaihovirta, Elisabeth Morney and Martta Ylilauri – by sharing your time, thoughts and skills, a lunch, a coffee or a virtual chat – you are all worth your knowledge weighted in gold!

A particular thank you I send to the World Heritage expert-friends Anita Storm and Milly Lundstedt for showing me that researching World Heritage matters, and in particular governance structures, can be fun – thank you for beautiful moments of friendship and laughter! My former colleague Maija Kaijanen-Kallio has been a rock during my research years – thank you for tourism, translations and theatre! To a lifelong group of friends – Stödstrumporna, Chrise and Annika – some of you I see more often than others, but you inspire me, warm my heart and make me very happy!

In this list last, however, the most important thank you goes to my family – to Magnus for all support you show every day, in *the real life*, and for your sincere believe in this long-lasting project. To my children Liv and Frank who, at this moment of their lives, know their mother with her nose in a book or sitting by the computer – *You are my real heroes and educators!* Also my deepest gratitude I present to my parents who always have been my basis and encouragement. For you, this day has been eagerly awaited – however, it came at last!

Finally, I would like to thank everyone that feel having shared my PhD journey in any minor or major way. As many there are World Heritage stakeholders, there are persons whom I owe my deepest and most sincere gratitude. Thank you all!

*Vörå, 9th of March, 2017*







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## List of acronyms and abbreviations

ASPnet	UNESCO Associated Schools
EU	European Union
FFS	Finlands författningssamling
GTK	Geological Survey of Finland
HANKEN	HANKEN School of Economics
IUCN	International Union for Conservation of Nature
KAG	Coastal Action Group
LEADER	EU programme to support rural economy and development
MTT	Agrifood Research Finland
NTM	Centre for Economic Development, Transport and the Environment
NOVIA	NOVIA University of Applied Sciences
SeaGis	Sustainable development of the marine environment in the Quark area
SF	Statistics Finland
SGU	Geological Survey of Sweden
SLU	Swedish University of Agriculture
SÖFUK	Federation of Swedish Municipalities in Ostrobothnia for Education and Culture
UNESCO	United Nations Educational, Social, Cultural Organisation
UNITWIN	United Nations University Twinning and Networking
VAKK	Vaasa Adult Education Centre
VAMK	Vaasa University of Applied Sciences
VASEK	Vaasa Region Development Company
WH	World Heritage
WHTRN	World Heritage Tourism Research Network
YA	YA! Vocational College of Ostrobothnia
ÖSP	The Regional Ostrobothnian Union of Swedish-speaking Agricultural Producers in Finland







# 1. Introduction

The significance of public participation in natural resource governance processes has increased over the years since the United Nations Educational, Social and Cultural organization (UNESCO) was first established in 1945. This is also true for the *Convention Concerning the Protection of the World Natural and Cultural Heritage* (UNESCO, 1972), henceforward referred to as the WH Convention, which considers natural resources as part of its scope. Academic researchers argued as early as in 1998 that there is a consensus regarding the importance of democracy in environmental governance processes (Haila, 1998). In practice, however, the management of natural resources has not been accustomed to considering social impacts or local opinion (Bishop & Davis, 2002; Burdige & Robertson, 1990; Prieur, 2006). Public participation has today become a norm (Dietz & Stern (Eds.), 2008) and the increased emphasis on public participation is based on the democratic view that citizens should have the right to participate regarding matters that concern themselves (Fiorino, 1996; Germain, Floyd, & Stehman, 2001; Jones & Stenseke (Eds.), 2011; Prieur & Dourousseau, 2006; Rydin & Pennington, 2000). According to Lockwood (2010) such a description of an ethical understanding of public participation is based on *the Universal Declaration on Human Rights*<sup>1</sup> (United Nations, 1948), *the International Covenant on Civil and Political Rights* (United Nations, 1966), and *the Declaration on the Rights of Indigenous Peoples* (United Nations, 2007).

Public participation from a point of view that embraces equally environmental, natural resource and landscape governance is essential in two international treaties that are central to this thesis namely: *the Convention Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters*, henceforward called the Aarhus Convention (United Nations ECE, 1998); and *the European Landscape Convention* (Council of Europe, 2000). Even though the nation-state exerts power over natural resources under its ownership, citizens and other users have constitutional rights for involvement and public participation based on the aforementioned international conventions.

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1 Participation is included in the following articles: "Everyone has the right to freedom of opinion and expression [...]" (Article 19), "Everyone has the right to freedom of peaceful assembly and association [...]" (Article 20), "Everyone has the right to take part in the government of his country, directly or through freely chosen representatives [...]" (Article 21), "Everyone has duties to the community [...]" (Article 29).

The governance of natural resources is, according to Finger-Stich and Finger, of specific interest to the state since: "The state, unlike the private sector, is not 'mobile'. These natural resources can therefore be an additional competitive advantage in a globalized environment. As a result, when people would like to be involved in managing natural resources, state agencies generally attempt to use and control that participation for the agency's own survival" (Finger-Stich & Finger, 2003, p. 3). The authors argue that the state will never resign its control over natural resources but there may be flexibility in state involvement within decision-making, policy-making, operations or ownership of the resource (ibid.).

Inclusiveness by other than state representatives in governance of natural resources has proven to be a way of clarifying diverse interests and values, reducing project failure, enhancing public ownership and commitment to solutions, providing access to many different perspectives and kinds of knowledge, and building capacities to manage competing interests and mediate conflicts (Lockwood, 2010, p. 758):

For governments, their agencies and statutory authorities, earned legitimacy is an important complement to the legitimacy conferred through representative democratic processes. [...] Wide support engendered through participatory democracy appreciably strengthens an organization's legitimacy. Earned legitimacy, based on 'bottom-up' participatory processes is often a strength of community-based and indigenous governance authorities.

The World Heritage Kvarken Archipelago (UNESCO, 2006), the research object of this thesis, is partly constructed in protected areas on land and water, established by the state and managed by its environmental authorities. Simultaneously, the area constitutes a living milieu for local communities whereby they 'own' the area, as a consequence of their history and their time invested in local issues and practices. Within this area, the environmental authorities and the locals have held divergent views, difficult to reconcile in terms of use and preservation of the natural resources. The area has not only been valued but also preserved, managed and inherited by the locals over generations, outlining their competence, knowledge and dedication to the landscape. The future challenge is to merge these conflicting perspectives emanating from the local communities and the state entity. On the one hand, the state authorities are bound by legislation and policies when practicing

‘good’ management, on the other hand they are supposed to achieve a World Heritage genuinely managed through collaboration amongst all affected parties.

World Heritage sites have not been designated *per se* in order to create tourism attraction value. Rather, in most cases, the interest seems to follow the World Heritage status, which first and foremost aims at protecting heritage based on cultural and natural values, or a mix of these two categories. At the initial stage of being appointed World Heritage status, sites undergo increased media exposure (Rasoolimanesh & Jaafar, 2016) and expectations tend to rise among stakeholders, as was the case in Ostrobothnia when the Kvarken Archipelago was designated as a World Heritage site in 2006 (Svels, 2011b). The regional authorities did not express a wish for an explicit World Heritage ‘tourism boom’, but it was revealed that they did take a clear position on the expectation of an increase in regional tourism due to the designation.

Natural resources of recreational and touristic importance linked to a World Heritage site, used by locals and visitors alike, tend to create a contested terrain for development and protection. The tourism sector is growing rapidly worldwide and competes with other economic sectors for resource use. The tourism industry has become an integral part of society influencing social, economic and environmental change and local development. Tourism has developed into one of society’s social and economic basic components, which in turn challenges societal planning processes (Saarinen, 2003). Increasingly, tourists take part in local community practices and have, together with local stakeholders, become part of the society’s base for value creation and caretakers of local heritage<sup>2</sup>. The World Heritage Committee has acknowledged societal challenges for tourism development within World Heritage sites (Bandarin, 2007).

However, public participation has not been sufficiently addressed and thus is a concrete point of departure for the thesis. There is, according to Dredge (2010), a need for more research on the tourism phenomenon from a democratic and sociological point of view, in contrast to solely economic based tourism studies. Viewing the tourism industry as a detached entity from society as a whole reflects an incoherent

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2 A basic definition of ‘heritage’ is: “Valued objects and qualities such as historic buildings and cultural traditions that have been passed down from previous generations. [...] Denoting or relating to things of special architectural, historical, or natural value that are preserved for the nation”. Retrieved from: <http://www.oxforddictionaries.com/definition/english/heritage>, accessed 17 August 2016.

understanding of democratic societies. It is therefore vital to incorporate tourism into several levels of governance and societal practices which also necessitates research in the area of UNESCO World Heritage governance. There are two reasons for this: to align with democratic conventions and enhance public participation and to provide social science perspectives for success in the interest of all stakeholders.

## **1.1. Objectives of the thesis and previous research**

The objective of this thesis is three-fold: The first objective is to examine whether and how public participation in World Heritage governance and tourist development has developed during the World Heritage process in the Kvarken Archipelago from its initiation in 1997 until 2015. The second objective is to investigate how transnational learning can contribute to improved public participation in World Heritage governance by using the World Heritage High Coast/Kvarken Archipelago as a case. The third objective is to assess whether public participation within the World Heritage Kvarken Archipelago can be considered sufficient in relation to criteria of 'good governance'.

The thesis outlines World Heritage processes and actors from the point of view of different aspects of public participation. The ambitions set out for the thesis are accomplished through studying four overarching central concepts: the UNESCO World Heritage, public participation in World Heritage governance, impact of tourism in World Heritage sites and the transnational learning concept.

The thesis depicts the creation and development of the World Heritage Kvarken Archipelago as one part of the transboundary World Heritage High Coast/Kvarken Archipelago (Sweden and Finland), a shared World Heritage site between the neighbouring countries Sweden and Finland (Figure 1, on the opposite page). Although governance processes and local development structures within the High Coast area in Sweden (designated World Heritage in 2000) influence World Heritage governance processes in the Kvarken Archipelago and *vice versa*, the focus is on the Finnish side of the transboundary site. The study of transnational learning is highly relevant in terms of public participation across borders, providing an example of a tool for public participation in enhanced World Heritage governance.

A general starting point is recognition of public participation as an essential and egalitarian part of a democratic society and its basic

principles embedded in citizens' rights. As public participation is a part of many social practices, it should include aspects of decision-making, policy development and strategic planning within a natural resource governance structure. This thesis studies levels of public participation interrelated with local opportunities, for example, in World Heritage development and the possibilities for individuals to participate in the World Heritage governance structure. World Heritage governance is in this thesis considered equivalent to natural resource governance as the World Heritage site in question presents an area established on natural resources and is designated on natural qualifications appointed by UNESCO in the WH Convention (UNESCO, 1972). Governance should be comprehended as defined by Graham, Amos and Plumptre: "The interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken and how citizens or other stakeholders have their say" (2003, pp. 2-3). World Heritage management refers in this thesis to the operational management by a state agency, in Kvarken pursued by the Metsähallitus, the state authority managing large areas of natural resources in Finland.



**Figure 1.** The transboundary World Heritage High Coast/Kvarken Archipelago.  
Source: Metsähallitus /H. Järvinen, 2007

Previously Shackley (1998), Smith (2002), Leask and Fyall (2006), Bhaskara (2015), and Hughes, Jones and Phau (2016) have examined the nomination phase of World Heritage Sites. This study, however, contributes by investigating public participation in a transboundary natural inscribed World Heritage site spanning over a longer timeframe, throughout pre- and post-designation phases. The research also focuses on public participation in regards to tourism, as a consequence of the World Heritage designation, and its impact as perceived by the local communities. As an alternative to economic development discourses, the point of departure is to present tourism development from a perspective that draws on public participation and tourist sociology (MacCannell, 1976).

Furthermore, this study shares experiences of regional and local aspirations and pitfalls, as well as goals and motivations in constructing and shaping a new local context out of a World Heritage designation. The research is based on the acceptance of society as a social construction where people through interaction, and through thought and language, generate the social world, that is, the ways in which they understand society (Berger & Luckmann, 1991). The thesis describes the interests of the locals and their possibilities socially to act within the framework that the UNESCO World Heritage governance structure allows. The World Heritage site becomes the platform and framing of this social context.

## **1.2. The disposition of the thesis**

This work is a compilation thesis, composed of seven chapters and four published articles. Chapter 1 introduces the research as well as provides an historical framework for the study. It starts with the introduction which presents the objectives and disposition of the thesis, followed by a basic geographical description of the World Heritage Kvarken Archipelago including its geological and World Heritage values, socio-economic base, transnational history and tourism development framework. Chapter 2 establishes the theoretical framework of public participation introducing different categorisation of public participation and participants, participation methods and processes and features of principles for 'good governance'.

Chapter 3 outlines the four overarching central concepts, beginning with the UNESCO World Heritage idea and the social involvement it embraces. Two international conventions affecting public participation,



the Aarhus Convention (1998) and the European Landscape Convention (2000) are thereafter discussed. Furthermore, activities taking place on national, regional and local levels when a site is listed as World Heritage are connected to strategic documents on each described level. Moreover, land-owning traditions in Finland and the interplay with the rural municipality system, which still forms an important societal background shaping the current possibilities of public participation in the management of the World Heritage site, are introduced. It includes a description of the commons, represented by the free land-owning peasantry constituting an important part of local tradition and stakeholders in Kvarken, as well as the commons role within the indirect public administration in Finland and the contested Natura 2000 network in Ostrobothnia. The chapter is concluded with a description of public participation in World Heritage tourism and the concept of transnational learning.

Chapter 4 describes the methodology of the thesis by introducing the author's view on the topic and the research process. A synopsis and summary of the four articles (Articles I-IV) is presented in Chapter 5. In Chapter 6, the findings of the empirical material are discussed and the thesis is concluded by closing remarks and a development proposal in Chapter 7.

### **1.3. Basic geographical description of the research area**

#### **1.3.1. Geological values**

The Vaasa archipelago on the West Coast of Finland, constituting the World Heritage Kvarken Archipelago since 2006, is a landscape in continuous change (Jones, 1977). The movement of land elevation within the area of the World Heritage Kvarken Archipelago is approximately 8-9 mm/year, which creates an annual land resource growth of roughly 1 km sq. of the shallow Finnish coast. Visible traces of the land elevation are the natural creation of skerries and shifting shorelines causing the need for dredging waterways, moving harbours, berths and even populated areas have been relocated towards the sea-line (Bonn, 1997; Jones, 1969; Smeds, 1948).

With the occurrence of the expanding land due to the phenomenon of water level fluctuations in Scandinavia, disputes have arisen for centuries. The debate started during the 17th century and was first

mentioned in Finland in 1621 by Bishop Ericus Eriici (Jones, 1969). The scholarly community argued against the representatives of the ecclesiastical world as to whether the phenomenon of land enlargement was due to shrinking water levels, processes of elevating land or even due to religious beliefs such as the Flood or the End of the World (Nordlund, 2002). The 11th International Geological Congress in Stockholm in 1910 (Sundquist & Nordlund, 2004) finally decided in favour of the scientific community in confirming the theory of natural geological land uplifts.

### **1.3.2. World Heritages values**

The World Heritage Kvarken Archipelago is designated as a serial nomination and an extension to the World Heritage High Coast, thus creating the transboundary World Heritage High Coast/Kvarken Archipelago (Sweden and Finland), an extended value system based on geological qualities. The UNESCO World Heritage committee stated in their decision (UNESCO, 2006):

The High Coast/Kvarken Archipelago is of exceptional geological value for two main reasons. First, both areas have some of the highest rates of isostatic uplift in the world, meaning that the land still continues to rise in elevation following the retreat of the last inland ice sheet, with around 290 m of land uplift recorded over the past 10,500 years. The uplift is ongoing and is associated with major changes in the water bodies in post-glacial times. This phenomenon was first recognized and studied here, making the property a key area for understanding the processes of crustal response to the melting of the continental ice sheet. Second, the Kvarken Archipelago, with its 5,600 islands and surrounding sea, possesses a distinctive array of glacial depositional formations, such as De Geer moraines, which add to the variety of glacial land- and seascape features in the region. It is a global, exceptional and diverse area for studying moraine archipelagos. The High Coast and the Kvarken Archipelago represent complementary examples of post-glacial uplifting landscapes.

The map of the World Heritage Kvarken Archipelago is presented in Figure 2, on the opposite page. The two World Heritage areas (north and south) are not combined by a buffer zone, hence freestanding areas.

### **1.3.3. Socio-economic base**

Archaeological findings prove that the Ostrobothnian archipelago has been populated for over a thousand years by hunters and fishermen (Smeds, 1950a). The skerries were at an early stage used by the inland



**Figure 2.** Map of the World Heritage Kvarken Archipelago.

Source: Metsähallitus/H. Järvinen, 2004

farmers as grazing land (Smeds, 1950b). They were populated by migrants from the inland villages in the end of the 15th century, which gave rise to agglomerated settlements (Smeds, 1948). The inhabited archipelago area outside the coast of Vaasa therefore represents a relatively young permanent settlement, in comparison to archipelago communities in the South of Finland.

The World Heritage site Kvarken Archipelago in Ostrobothnia has been established on the land of four rural municipalities: Korsnäs, Malax,

Korsholm and Vörå, and of the city of Vaasa. Overall, approximately 100,000 inhabitants live in the region<sup>3</sup> and all World Heritage municipalities have a majority of Swedish speaking population except for the city of Vaasa, where the majority speaks Finnish as first language<sup>4</sup>. In the area belonging to the municipality of Korsholm (Figure 2, p. 9, northern demarcated area), constituting the majority of the land area in the World Heritage site, 2,115 persons live permanently<sup>5</sup> (2015). The population fluctuates with the change of seasons, as the Kvarken Archipelago's recreational value and generational attachment attracts second home residents (Svels & Åkerlund, forthcoming). Archipelago communities in Ostrobothnia can be characterised as involved in primary production during the historical period when these occupations were dominant, mainly agriculture, fishing and hunting (Smeds, 1950a, 1953).

The movement of people, information and commodities portray a late modern consumption countryside (Andersson, 2007; Ray, 1998; Svels, 2011b) which well may describe the context of the Kvarken Archipelago in 2017. The local archipelago communities in Kvarken, situating at different levels of development have transformed the area from primary production into new forms of rural production and services, for example into small-scale tourism and recreation services. The urban centre of coastal Ostrobothnia, the city of Vaasa, and its neighbouring municipalities constitute the contemporary economic engine in the region carried by its industries and educational institutions (Ehrström, 2010). Vaasa's part of the World Heritage is areas protected by the Natura 2000 program within the outer line of Sundom archipelago. The northern part of the World Heritage (Figure 2, p. 9), primarily within the municipality of Korsholm, can be described as a commuting zone, where the people move to and from the city of Vaasa and other parts of Korsholm. The World Heritage part belonging to Vörå municipality constitute the natural protected area of Mickelsörarna archipelago, preserved in 1989 (Statsrådet, 1989; FFS, 1996b, section 77(5)) and inhabited only by seasonal visitors as the last permanent living person moved from the islands in the 1980s (Bagge, 1996).

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3 According to Statistics Finland (SF) the population is in Korsnäs 2,219 (SF, 2014b), Malax 5,573 (SF, 2014c), Korsholm 19,287 (SF, 2014a), Vörå 6,705 (SF, 2014e), Vaasa 66,965 (SF, 2014d), and in total 100,749.

4 Finland is a bilingual country. The official languages are Finnish (spoken by 88.9%) and Swedish (spoken by 5.3%). Retrieved from: [www.finland.fi](http://www.finland.fi), accessed 4 March 2016. One third of the Swedish speaking Finns, 96,000, live in Ostrobothnia. Personal communication with researcher Kjell Herberts, Åbo Akademi University, 5 March 2016.

5 Retrieved from <https://www.korsholm.fi/politik-och-styrning/kommunfakta/statistik/>, accessed 26 September 2016.

The World Heritage area in the southern part (Figure 2, p. 9) is also more or less uninhabited except for a few second home properties. The southern World Heritage area adjoins the traditional seafarer village of Bergö, the main populated island in Malax municipality, and Molpe, a village in Korsnäs municipality, known for local entrepreneurship. The two World Heritage areas, the north and the south, can be viewed in a 'centre periphery' dichotomy. The south can be described as the peripheral part, in comparison to the central north as the northern part has received more focus and investments than the south. This is the case, especially in the northern village of Björkö, Korsholm, where the most of the development has taken place.

The landowning structure in the World Heritage Kvarken Archipelago is mixed and established on state-owned and private land. State-owned land is managed by Metsähallitus entrusted by the state to satisfy the needs of economic, social, and ecological sustainability. The conduct originates from 1542 when the King Gustav Vasa of Sweden proclaimed all uninhabited wilderness areas in the kingdom as belonging to God, the King and the Crown<sup>6</sup>. These areas established state-owned land and are generally managed by Metsähallitus. The operational World Heritage management, controlled by Metsähallitus is disconnected from landowning of state property. In total the World Heritage site spreads over 194 000 hectares of which 85% is water. Of the total area 6% is state-owned and 94% privately owned; 57,5% of the water area is owned by commons<sup>7</sup>.

#### **1.3.4. Transboundary past**

By tradition the region of Ostrobothnia has a strong cultural and political connection to Sweden, especially to the region of Västerbotten, as Kvarken constituted an important link between the west and east part of Sweden until the split of the kingdom in 1809 (Osala, 1987, 1988). The closeness to the sea has made seafaring traditions an important part of the Ostrobothnian identity. From the 14th century peasant seafarers traded in Stockholm (Smeds, 1935) and in 1592 the peasants in Björkö received freedom from taxation when transporting goods, post and travellers between the east and west part of Kvarken, between Finland and Sweden (Smeds, 1953). Amid local archipelago communities there is still a continuous cultural exchange between Finland and Sweden,

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<sup>6</sup> Retrieved from: <http://www.metsa.fi/web/en/history>, accessed 9 August 2016.

<sup>7</sup> Retrieved from: <http://www.kvarken.fi/varldsarvet/forvaltning/>, accessed 9 August 2016.

for example, in the form of yearly rowing events commemorating the postal services over Kvarken. The first passenger boat services between Ostrobothnia (in Finland) and Västerbotten (in Sweden) began in 1837 and have with shorter breaks continued until the present day<sup>8</sup>. On the regional level, the infrastructural aspiration to connect the two areas in order to create a transnational transport corridor in Scandinavia over the Kvarken region has been going on for decades. It is of immediate interest (in 2016) through the transnational project Midway Alignment of the Bothnian Corridor - Kvarken Multimodal Link<sup>9</sup>.

The official administrative World Heritage exchange and collaboration between the two World Heritage counties Ostrobothnia and Västerbotten is more recent. The city of Örnsköldsvik, in Västerbotten, became a member of the transnational organisation Kvarken Council in 1985 and thus established an administrative connection to Ostrobothnia (Kvarkenrådet, 2006). The two cities in Västerbotten, significant for the World Heritage collaboration, Kramfors and Härnösand have had fewer interactions with the Finnish region. The transportation collaboration between Ostrobothnia and Västerbotten exists from the 1950s<sup>10</sup>, nevertheless the latest collaboration started at the turn of the present century when the High Coast obtained its World Heritage status and the infrastructure collaboration was re-established with the North East Cargo Link project 2003 (NECL styrgrupp, 2006)<sup>11</sup>.

### 1.3.5. The tourism industry

The region of Ostrobothnia presents a small-scale and seasonally based tourism industry, suffering from weak economic development (Björk, 2014). During the last 40 years, tourism actors have been striving to build a common view on regional tourism development in Ostrobothnia. In 1973, the regional tourism organisation *Österbottens Turism r.f.*<sup>12</sup> was founded as a marketing organisation serving three regional areas (Mid-Ostrobothnia, South-Ostrobothnia and

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8 Retrieved from: <http://www.kvarken.org/kvarkenradet/historia/kvarkentrafienhistoria/>, accessed 9 July 2016.

9 Retrieved from: <http://www.kvarken.org/projekt/midwayalignment/> accessed 10 March 2016.

10 Retrieved from: <http://www.kvarken.org/kvarkenradet/historia/kvarkentrafienhistoria/> accessed 9 July 2016.

11 Personal communication with County Chief Executive Olav Jern, Regional Council of Ostrobothnia, 29 October 2009.

12 Bothnia Tourist Association (in English).

Ostrobothnia). The ownership structure was based on a public-private joint venture consisting of 22 municipalities and towns together with approximately 50 tourism companies and organisations. This structure was perceived by stakeholders as ineffective and heterogeneous, thus a new regional tourism organisation was established from 2013, and simultaneously the old organisation was dissolved (Åberg & Svels, in press). The new organisation *Vasaregionens Turism Ab*<sup>13</sup> was founded as a limited company under sole public ownership by eight municipalities with the aim to promote, sell and develop the tourism destination brand *Visit Vaasa*. Out of the eight co-owning municipalities, five are World Heritage municipalities constituting the World Heritage Kvarken Archipelago. The regional tourism development is to a large extent driven by externally financed projects on a triple helix basis, including local educational institutions as partners (Björk, 2014).

According to Metsähallitus<sup>14</sup>, the annual estimation of visitors to the World Heritage Kvarken Archipelago area has since 2010 showed a slight increase (Table 1 below).

**Table 1.** *Visitors' statistics of the World Heritage Kvarken Archipelago*  
Source: Metsähallitus, 2015

	World Heritage Kvarken Archipelago	Observation tower Saltkaret
<b>2015</b>	354,400	36,000
<b>2014</b>	339,400	27,200
<b>2013</b>	336,000	25,200
<b>2012</b>	343,200	22,600
<b>2011</b>	337,000	24,900
<b>2010</b>	338,400	26,000

<sup>13</sup> The Vaasa Region's Tourism (in English).

<sup>14</sup> Metsähallitus is the authority possessing the World Heritage mandate and is further described in Chapter 3.

The volume of visitors to the World Heritage area is calculated according to a Metsähallitus<sup>15</sup> model (Huhtala, Kajala & Vatanen, 2010; Meriruoho, 2011) through indicators on the Replot Bridge (in the municipality of Korsholm) leading from the mainland to the archipelago. The volume of visitors to the main attraction, the Saltkaret observation tower in Björkö, also situated in the northern World Heritage area, is manually calculated through a step sensor leading up to the observation tower. Problems arise when two statistical results are compared and communicated in public by stakeholders conveying divergent messages (Pedersen, 2010). Although the results illustrate two different categories of visitors, one relating to a large geographical area and the other to a single point of attraction, the comparison displays a need for a more consistent method in order to assess and follow the tourism development of the World Heritage site. The reason that the figures still are persistently presented is the fact that authorities and managers of larger organisations, such as national parks, are competing for funding based on, among other variables, visitor statistics. Metsähallitus, the operational World Heritage management authority in Ostrobothnia is no exception to this way of acting.

Since the time Article I in this thesis was published (2011), there have been positive changes in the manner that the World Heritage Kvarken Archipelago is trying to establishing itself as a tourism attraction. The area has experienced a transformation towards higher tourism awareness and experienced visibility, both from 'inside' and 'outside' interests. Since 2011 an improvement of the sacralisation procedure (MacCannell, 1976) described in Article I has occurred, where the tourism site improves its attraction value by enhancing important aspects of its content<sup>16</sup>. On the local level there are many examples of concrete performances enhanced by the tourism development, financed and produced by various actors. To mention only some of the achievements<sup>17</sup>:

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15 The statistics are obtained through a model built by the Finnish Forest Research Institute and Metsähallitus for estimating the local economic impacts of national parks and other nature recreation areas. The U.S. MGM2 model has served as an archetype for the Finnish application. It estimates leisure time visits extracting permanent inhabitants and commuters from the World Heritage area. Personal communication with Matti Tapaninen, Metsähallitus, 21 December 2011.

16 One example in Kvarken is the association for customer service Föreningen i Världsarvet Kvarken r.f. [the Association within the World Heritage Kvarken], which started to operate in 2013. It is financed by the Metsähallitus in Ostrobothnia and the World Heritage municipalities (Steering Committee minutes, 1/2013, § 7) and engages one full-time employee (2016). More information on the association <http://www.kvarken.fi/varldsarvet/forvaltning/varldsarvet-i-kvarken-r-f/>

17 More information on Kvarken tourism <http://www.kvarkenworldheritage.fi/experience-kvarken/> and <http://www.visitvaasa.fi/en/Pages/home.aspx>



- Promotional material (tourism brochures in four languages, promotion films, commercials, newsletters, etc.)
- World Heritage events and promotion days
- World Heritage menus in restaurants
- World Heritage ambassadors and guides
- Certified products with the official World Heritage logo
- Workshops organised by the regional craft's association resulting in new World Heritage products
- World Heritage cruises
- Bus transportation out in the archipelago
- Free World Heritage bike-rental in the archipelago
- World Heritage promotion in the Vaasa hotels
- World Heritage visiting points (*Saltkaret*, Replot Bridge area, hiking trails, etc.)

An example of 'outside' enhancement is that the national tourism board has pointed out the World Heritage Kvarken Archipelago as one of their prioritised destinations<sup>18</sup> (Steering Committee minutes, 2/2014, § 4), leaving a platform for regional and local tourism forces to operate from. The area has also been in focus in national and international travel publications as well as in film production for tourism promotion and documentary films. Social media has increased in importance for both information and marketing of UNESCO World Heritage sites. Facilitation of the learning and the mediation of the World Heritage sites have been achieved locally through the Kvarken Archipelago website<sup>19</sup> since 2008 and with the High Coast's renewed website<sup>20</sup> version since 2015. In 2014, a web portal for the transboundary World Heritage High Coast/Kvarken Archipelago<sup>21</sup> was introduced within a transnational project<sup>22</sup>. The site can be seen as a symbol without implications for a holistic transnational World Heritage contribution as it only creates a common interface between the two parts.

The concept of public participation permeates the whole thesis and has been introduced in Chapter 1, will be clarified in Chapter 2 and exemplified within the UNESCO World Heritage structure in Chapter 3.

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18 Retrieved from: <http://www.visitfinland.com/article/finland-rising-in-kvarken-archipelago/>, accessed 8 August 2016.

19 Retrieved from: [www.kvarken.fi](http://www.kvarken.fi).

20 Retrieved from: [www.varldsarvethogakusten.se](http://www.varldsarvethogakusten.se)

21 Retrieved from: [www.highmeetslow.com](http://www.highmeetslow.com).

22 The Kvarken Council was the lead actor for the project VIS – Världsarvsambasadorer (2012–2014).



## 2. Theoretical framework

### 2.1. Public participation

There are a multitude of descriptions explaining the term ‘public participation’. Public participation is a familiar concept; nonetheless, there is a strong belief that there is a need for a clearer definition of terminology and conceptions explaining the theories. The term ‘portmanteau concept’, adopted by Nelson and Wright ((Eds.), 1995), may be used for describing the inconsistency in the use of public participation, indicating the intricate situation when actors define public participation according to their own values, interests and analytical boundaries based on different institutional and historical frameworks and affiliation.

To participate in an activity generally means to be part of a social context and may be described as a relative concept that does not imply any consideration of transfer of responsibilities or even access to the decision-making processes (Buttoud, 1999). A reoccurring definition in the academic literature on public participation describes participation as “[...] a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them” (World Bank, 1996, p. xi). The ILO definition<sup>23</sup> is also often cited as a basic understanding of the participation concept in matters relating to forestry (FAO/ECE/ILO, 2000, p. 9):

Public participation is a voluntary process whereby people, individually or through organized groups, can exchange information, express opinions and articulate interests, and have the potential to influence decisions or the outcome of the matter at hand and established detailed goals for participation in forestry processes by 1) increase awareness of forestry issues and mutual recognition of interests, 2) gather information and enhance knowledge on forests and their users, 3) improve provision of multiple forest goods and services, 4) stimulate involvement in decision-making and/or implementation processes, 5) enhance acceptance of forest policies, plans and operations, 6) increase transparency and accountability of decision-making, and 7) identify and manage conflicts and problems together, in a fair and equitable way.

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23 The ILO 2000 report, designed for the forestry community with the key notions of awareness, knowledge, provision, involvement, acceptance, transparency and conflict management can be transferred to other discourses and other sectors of environmental governance.

Another term used interchangeably with public participation is 'public involvement', which can be described as a process involving the public either as participation in decision-making or as consultation without influence in decisive processes. The difference, according to the World Bank's definition (World Bank, 1983), is the involved partners' degree of influence in the decision-making process (Väntänen & Marttunen, 2005). Public involvement represents methods primarily for informing and educating, seeking public input, and promoting information exchange and interaction.

Public participation as described by Finger-Stich and Finger in regard to natural resource governance, is not a compelling action, but is rather "[...] the voluntary involvement of people who individually or through organized groups deliberate about their respective knowledge, interests, and values while collaboratively defining issues, developing solutions, and taking - or influencing - decisions" (Finger-Stich & Finger, 2003, p. 23). The process of public participation is both a way to manage conflict by seeking compromise between various interests, and a way to develop more creative solutions that would not have emerged without the interaction of stakeholders. An outcome created and owned by all taking part in a process is more likely to be effective. Some authors claim that public participation is a two-way communication aiming at better decisions (Creighton, 2005) while others portray public participation as a formal or informal multi-way interaction (Innes & Booher, 2004).

Public participation is codified in jurisdiction and implemented in practice case by case, state by state, to a varying degree (Niedziałkowski et al., 2012). Even if international jurisdiction and national laws are institutionalised properly, the local practice is not necessarily always applied to the prevailing jurisdiction and norms (Grönholm, 2009). The state's duty is to work for the public and for its citizens' welfare; thus, involvement by the public is necessary in decision-making as public participation becomes of considerable importance to citizens' rights. It is a prerequisite that democratically elected representatives work for the common good and make decisions, intending neither to fail in the process nor hinder the participation of others.

### **2.1.1. Categorization of public participation**

There is, according to several authors, an academic definitional void in the attempt to understand and define the concept of public participation (Innes & Booher, 2004; Niedziałkowski, Paavola, & Jedrzejewska, 2012;

Tomićević et al. 2012; Tosun, 1999, Stoll-Kleemann & Welp (Eds.), 2006). The concept in itself is immensely large and complex, and it calls for an understanding through contributions from multidisciplinary academic discourses. Dietz and Stern ((Eds.), 2008) compiled six concepts describing objectives of public participation, based on Renn's 'idealized decision processes' (Renn, 2008, p. 49). The dimensions are the functionalist, neoliberal, deliberative, anthropological, emancipatory and the postmodern approach (Table 2 below and Table 3, p. 25).

According to Dietz and Stern ((Eds.), 2008), the main objective of public participation in the *functionalist* approach is to improve the quality of decision-making, where all participating actors contribute to the results. In the *neoliberal* approach, public participation is seen as a balanced representation of the public through which the ideal compromises, agreements or consents are created. In the *deliberative* approach, also named 'Habermasian approach', consensus based results are obtained through public participation in deliberative processes.

**Table 2.** *Different perspectives on public participation*

	Description
<b>Functional</b>	The functional approach emphasizes the importance of strategic planning whereby adaptive social change is to improve the quality of decision output. All 'knowledge carriers' are essential for the outcome of the process. Suggested tools could be workshops or citizen advisory committees.
<b>Neoliberal</b>	The representation in the neoliberal approach is weighed proportionally amongst shares of the population. Participation is a way of stimulating public preferences and finding optimal compromises among different interests. The base is for the population to reach an agreement or consent which can be reached through referendums, deliberative polling, internet participation or mediation.
<b>Deliberative</b>	The process in the deliberative approach seeks normative consensus outcomes via norms and shared preferences. This can be obtained through an honest and valid participatory process aiming at consensus through argumentation. Tools to be used are e.g. deliberative methods such as citizen forums, round table discussions and juries.
<b>Anthropological</b>	The anthropological approach sees common sense as the main objective to solve dispute situations. In decision processes laypersons have important roles as representatives of basic social categories. The model suggests consensus conferences, citizen juries and planning cells as methods to achieve the aims.
<b>Emancipatory</b>	The emancipatory approach sees participation as a process of empowerment of less privileged groups and individuals. The base is to strengthen the least empowered and suggest doing so by community development groups, action group initiatives and town meetings.
<b>Postmodern</b>	The postmodern approach emphasizes deliberative processes as a mean to obtain solutions grounded in values of variability, plurality and legitimacy. Within this approach mutual acceptable arrangements are sufficient and can be reached through open forums, panel discussions and public fora.

The *anthropological* approach is based on a common sense perception by laypersons as important actors and participants in the process. The *emancipatory* approach highlights the empowerment of less privileged groups and individuals as an essential part of the participatory process. The last concept, the *postmodern* approach, strives to reach results based on variability, plurality and legitimacy reached through mutual acceptance and public participation. The six dimensions of an 'idealized decision process' outlined by Renn (2008) can be used for understanding the concept and the multifaceted nature of public participation.

In addition to public participation based on the aforementioned social science-philosophical schools (Renn, 2008), other methods exist for understanding the diversity in public participation theory. For example, Niedziałkowski et al. (2012) identify three theoretical concepts of public participation (*ibid.*, modified from Fiorino, 1990; Stirling, 2006, 2008). These are the normative participation approach, the substantive participation approach, and the instrumental participation approach.

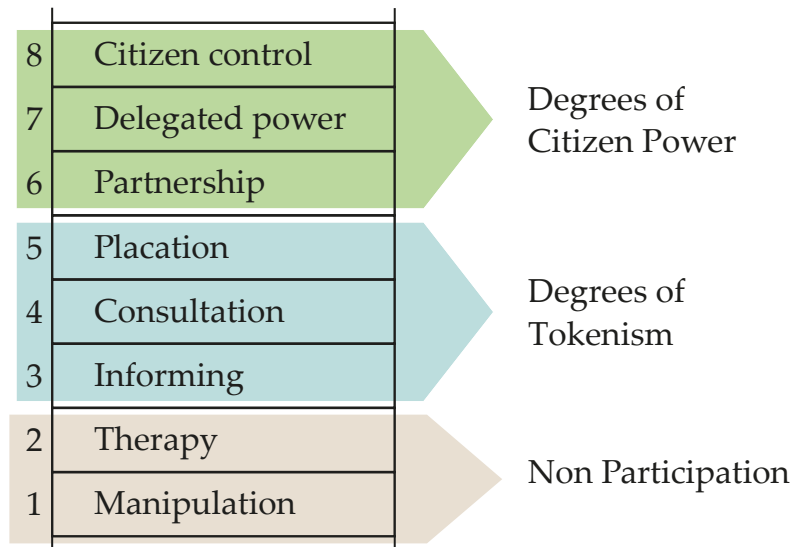
#### **2.1.1.1 The Normative participation approach**

The first model, the *normative* participation approach, describes public participation from a power perspective. The power model becomes an example of how public participation may be implemented in practice. Descriptions of involvement, using a measurement scale with the intention to describe shared power in stakeholder participation, often refer to the lowest level as a single-way communication without shared power. The highest level, on the other hand, represents a dual-communication between stakeholders presenting a shared or even complete transfer of power in decision-making. The 'Arnstein ladder' (Arnstein, 1969) is an example of the normative participation approach showing the way power is conceptualised<sup>24</sup>. Since the 1960s, when Sherry Arnstein published *A Ladder of Citizen Participation* (*ibid.*), the concept has grown into a symbol of public participation in decision making. Arnstein states the meaning of public participation in the ladder as (*ibid.*, p. 216):

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24 The ladder was created as a tool for studying marginalised citizens and their possibilities to enter the sphere of decision-making and power sharing in American society in the 1960s. Over the last 40 years, this model has been applied in various discourses from social policy to management studies and implemented in environmental, landscape and policy studies worldwide.

[...] citizen participation is a categorical term for citizen power. It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are operated, and benefits like contracts and patronage are parceled out. In short, it is the means by which they can induce significant social reform which enables them to share in the benefits of the affluent society.



**Figure 3.** Arnstein's ladder of citizen engagement.

Arnstein's ladder (Figure 3, above) shows the distribution of power levels: the higher on the ladder, the more democratic and engaging the outcome becomes for the stakeholders.

With Arnstein's ladder, a spectrum of different levels of involvement is displayed; Arnstein calls them 'rungs' (1969). From the bottom, *manipulation* and *therapy* describe levels of non-participation, where power keepers, for example the public authority and management representatives, can support and educate, or even 'cure' the participants. The middle levels, *informing* and *consultation*, are designated as 'degrees of tokenism' by the author. The understanding of the term 'tokenism' is: "The practice of doing something (such as hiring a person who belongs to a minority group) only to prevent criticism and give the appearance

that people are being treated fairly”<sup>25</sup>. The concept of tokenism allows the participants to be heard and to have a voice apparently, but no power to ensure that their views will be noticed by the actors in power. *Placation*, on the fifth level, is according to Arnstein’s definition, a higher level of tokenism, where the participants are allowed to advice, but where the decision-making power is kept by the power holders. Highest on the ladder are *partnership*, giving the participants the right to negotiation, *delegation of power*, and *citizen control*. On the two last levels the citizens have obtained the major part of the decision-making arena or may even have obtained full managerial power<sup>26</sup>. The ladder has been criticised for being general and simple, but according to Arnstein, the ladder concept clearly shows a gradation of the opportunities for citizens to participate in governmental decision-making processes. Without transfer of power from power keepers to participants as a shared decision-making process, the process would be plain manipulation of the public. When describing public participation in decision-making, the importance of the level of power among participants is evident. The tendency towards a middle level of public participation is thus described by Arnstein as tokenism, while it likewise can be understood as a distraction from real participation<sup>27</sup>.

Environmental decisions involve bundles of heterogeneous groups of actors and interests, both public and private, representing diverse views and levels of power. Power relations become an important and often decisive part of public participation processes, and attaining power is one way to influence decision-making processes. Verba and Nie (1972) support Arnstein’s description, and interpret participation from a political participation perspective. Public participation is according to the authors, not only a matter of having an opinion, an attitude or a belief, but they rather formulate public participation as requiring possibilities to engage and influence the process and outcome (Enggrob Boon, 1999). From an authority-based perspective, modes of implementing public participation in management are often presented on a scale from minimum to maximum public participation, aligning Arnstein’s description and tend to be *information*, *consultation*,

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25 Retrieved from: <http://www.merriam-webster.com/dictionary/tokenism>, accessed 2 February 2016.

26 Bishop and Davis (2002) suggest, for example co-management, co-regulation and community-based management as the highest forms of power transfer.

27 In Article IV, this way of acting, called ‘pseudo participation’ in the Kvarken case, may appear in situations involving public actors and locals, although it is labelled as full participation by actors possessing the highest degree of power.



*partnership*, *delegation* of policy development, and *control* (Shand & Arnberg, 1996). This classification is shown in Table 3 (p. 25). The choice and decision of entering into different stages may be adopted depending on political situations, the issues in question, time available for decision-making, level of concern among stakeholders and available resources within the participatory process (Niedziałkowski et al., 2012).

Väntänen and Marttunen (2005) describe public participation as a way of bringing the public directly into the decision-making process, while another form of participation, public consultation, involves education and sharing information in order to improve decision-making. When the process of participation becomes what is defined as consultation, it constitutes primarily a one-way communication, like information collecting, and therefore it cannot be seen as efficient in the scope of public participation (Arnstein, 1969). However, “[...] these terms [participation and consultation, author’s remark] should not be seen as completely separate from each other; in practice they often are (and practically have to be) used simultaneously” (Väntänen & Marttunen, 2005, p. 282).

#### **2.1.1.2. The Substantive participation approach**

The second conceptualization of public participation described by Niedziałkowski et al. (2012) is the *substantive* participation approach, which represents a deliberative understanding of public participation with the main purpose being both enhanced understanding and quality of decisions. Here, the public includes different groups with varying values, preferences, and interests. The processes have a deliberative character grounded in the Habermasian Theory of Communicative Action (1987). Deliberation can be defined as: “[...] a conversation whereby individuals speak and listen sequentially before making a collective decision” (Gambetta, 1998, p. 19). Deliberation also entails considered reflections of alternatives, an open and critical argumentation in an exchange of thoughts and opinions in order to reach a common standpoint (Fritzell, 2003). In Habermas’ theory *the rationale of action* does not come from the expected result of the action, but is only derived from the communication itself (Buttoud, 1999). Strauss describes the deliberative process as a procedure of learning creation and writes (Strauss, 2011, p. 114):

The principles of deliberative democracy demand a dialogic way of interaction, and at the same time a subordination of personal interest in order to achieve a rational exchange of ideas. Among scholars of deliberative democracy, it is assumed that “rational” (Habermas 1984, Habermas 1987) or “reasonable” (Rawls 1997) dialogue among citizens in a non-coercive context is the ideal mechanism for providing decision makers with the necessary guidance, while at the same time citizens are educated on a specific issue and thus enabled to reflect on others’ viewpoints. Engagement with the issue at stake and others involved creates learning effects and ensures acceptance and legitimacy of decisions, proponents of deliberative democracy argue.

According to Dryzek (2000), deliberative democracy became increasingly popular in the 1990s and the author claims that it is one of the most prominent conceptions of democracy. It is fundamentally based on the premise that decisions should be made through discussion among free and equal citizens, making space for individuals to give due consideration to their judgments, so that they know and understand what they want, and can justify their judgments to others as well as to themselves (Shaffer, 2012).

Deliberative public participation is closely related to balance, for example the composition of groups. The point of departure is to have a process with an appropriate level of public participation in relation to the context (Lindell, 2015). Both experts and the public, for example ordinary citizens, are coupled together in a process of communication, through interaction between theory and practice (Fritzell, 2003). Most studies show a positive association between the intensity of deliberation and desired results of public participation processes: “The best results follow from processes whose intensity is dictated by responding to context-specific challenges with appropriate participation strategies” (Dietz & Stern (Eds.), 2008, p. 126). The value of deliberative processes in an environmental contexts can therefore be: “[...] combining good environmental science with improved understanding of human-environment interactions and development of approaches that integrate sound science with consideration of human values and institutions so that decisions are responsible, competent, and socially acceptable” (Moran, 2010, p. 126).

#### **2.1.1.3. The Instrumental participation approach**

The third conceptualisation of public participation presented by Niedziałkowski et al. (2012), the *instrumental* participation approach, holds an understanding where public participation is treated as a

pragmatic tool for reaching governmental objectives. The term ‘public participation’ can be described from an environmental governance point of view as including “[...] any of a variety of mechanisms and processes used to involve and draw on members of the public or their representatives in the activities of public- or private-sector organizations that are engaged in informing or making environmental assessments or decisions” (Dietz & Stern (Eds.), 2008, p. 12). The authors suggest three classes of public participation practices (tools) often used by government in environmental process. These are information exchange, used both to inform and consult, involvement, and engagement, in both decision-making and collaborative action.

According to Chilvers (2008), the outcome of instrumental level public participation may enhance legitimacy, credibility and trust for the stakeholders. The purpose of public participation can be for decision-makers to identify public opinion and to improve decisions by including

**Table 3.** *Different ways of conceptualising public participation*

Public participation		
<i>Renn’s idealized decision processes</i>	<i>Example of theoretical approach to public participation</i>	<i>Illustrations of public participation in environmental governance</i>
<ul style="list-style-type: none"> <li>▪ <b>Functional</b></li> <li>▪ <b>Neoliberal</b></li> <li>▪ <b>Deliberative</b></li> <li>▪ <b>Anthropological</b></li> <li>▪ <b>Emancipatory</b></li> <li>▪ <b>Postmodern</b></li> </ul> <p>(Renn, 2008)</p>	<ul style="list-style-type: none"> <li>▪ <b>Normative participation approach</b> <i>Power structure of participation</i></li> <li>▪ <b>Substantial participation approach</b> <i>Deliberation where science and local knowledge meet</i></li> <li>▪ <b>Instrumental participation approach</b> <i>Pragmatic view of participation as a tool</i></li> </ul> <p>(Niedziałkowski et al. (2012), modified from Fiorino 1990; Stirling, 2006; 2008)</p>	<ul style="list-style-type: none"> <li>▪ <b>Information</b></li> <li>▪ <b>Consultation</b></li> <li>▪ <b>Partnership</b></li> <li>▪ <b>Delegation</b></li> <li>▪ <b>Control</b></li> </ul> <p>(Shand &amp; Arnberg, 1996)</p> <ul style="list-style-type: none"> <li>▪ <b>Information exchange</b></li> <li>▪ <b>Involvement</b></li> <li>▪ <b>Engagement</b></li> </ul> <p>(Dietz &amp; Stern, 2003)</p>

local knowledge. Fairness, justice and legitimacy in decision-making can be justified by involving a wide breadth of participants (Innes & Booher, 2004).

The previous discussion about how to conceptualise public participation is summarised in Table 3, p. 25.

### **2.1.2 Different categories of participants**

Participants can be divided into several categories, e.g. the public and stakeholders. The public may be divided into groups of those directly affected, observing or general public (Renn, 2008). The *directly affected* public is seen as “[...] individuals and non-organized groups that will experience positive or negative effects from the outcome” (ibid., p. 273). The *observing* public can be exemplified by “[...] the media, cultural elite, and opinion leaders who may comment on the issue or influence public opinion” (ibid.). The last group, the *general* public, is suggested to be “[...] all individuals who are not directly affected by the issue but may be part of public opinion on it” (ibid.).

The term ‘stakeholder’ is often used for describing a group of participants. The stakeholder concept in itself needs a clear definition in order to distinguish involvement in cause (interest) and in process. Stakeholders are “[...] people selected by a systematic process to create a representative sample, as is done in survey research; people selected purposively to represent particular perspectives, knowledge bases, or interests; or individuals who themselves choose to engage in processes that are open to all” (Dietz & Stern (Eds.), 2008, p. 12). In this view, stakeholders may either be selected or self-appointed. The approach based on interest, defines stakeholders as “[...] organized groups that are or will be affected by or that have a strong interest in the outcome of a decision” (Renn, 2008, p. 273). The approach describing stakeholders selected on process basis, can refer to “[...] persons who represent organizations, communities or alliances that have a particular stake in a decision” (ibid., p. 61).

The categorisation as stakeholders has been criticised as being an ambiguous term. The focus on what is defined as stakeholders creates a way to display organised well-resourced groups as using participatory processes as a platform to bring forward their message to the broader public. It may also be a way to show the organisational power within the creative process. Some groups and interests always have more influence than others, and there is often a possibility to use positions to influence

opinions that form processes and call attention to specific interests: “[...] in this view participation by stakeholders distributes representation and influence disproportionately to the size of the affected populations or the importance of the interests” (ibid.). Nevertheless, in this thesis stakeholders represent actors with common interests, having chosen themselves, or represented by interested others on a voluntary basis, to participate in the World Heritage Kvarken Archipelago governance structure<sup>28</sup>.

### 2.1.3. Representation

The choice regarding who will represent the interest of whom is fundamental to the participatory process; however, it is diversely described by different authors. Representation can be perceived as a situation “[...] whether nonparticipants have themselves through one means or another, *authorized* individuals to represent them, and not merely on whether the process organizers have selected a sample of participants that the organizers deem to be ‘representative’” (Dietz & Stern (Eds.), 2008, p. 61). According to the authors, processes involving an elected representation, elected or picked by authorities or by the public itself, is similarly called legitimised. Nonetheless, Parkinson states that a process that involves a (random) sample of participants “[...] is only legitimate when the aim is information-gathering, or when it is part of a wider deliberative decision-making process that involves the people more generally” (Parkinson, 2006, p. 34).

Finger-Stich and Finger (2003) identify three types of participation processes based on who is allowed to participate: public participation, representative participation, and community participation. These forms of participation may be complementary and create new variations over time. In *public* participation, anybody who wants to participate can do so, no matter if they are an organised group or non-organised individuals. The organizer can be state authorities or public administrators, which limit the scope and length of the process and usually make final decisions themselves. Processes described as public participation can be found at the policymaking, administrative or operational stage, where decision-making and public participation are generally kept separate and under state agency control. The concept of public participation is not interpreted in the same way within all nations. There are two distinctions; countries that interpret the term

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28 Article IV describes an unbalanced distribution of stakeholder interest in Kvarken.

‘public’ as meaning individuals and those incorporating the meaning of central, regional and local authorities, non-governmental organisations and professionals in the definition. While Austria, France, Finland, Germany, Italy, the Netherlands and Sweden can be seen as belonging to the first category, the second category encapsulates countries such as Belgium, Greece, Ireland, Spain and Turkey (Prieur & Dourousseau, 2006).

In the second type of participation, *representative* participation, representatives of particular stakeholder groups are invited to participate and the process may progress without intervention from the authorities. The question of legitimacy will differentiate the actors, where state agencies generally recognize power based on political legitimacy (for example, through democratic elections), scientific expertise, or formalised ownership. Non-state actors are likely to consider entitlement based on, for example, forms of knowledge, customary rights, local institutions, residency and commonly valued interpretation of history or interests.

In the third category, *community-based* participation only members of a particular community of place, interest or interpretation are invited into participatory processes. The power of communities lies in, for example, dependence on the resources for local livelihoods, customary use and knowledge. The resources are most likely under state control and ownership.

## **2.2. Public participation processes and methods**

There is a large body of literature on public participation methods (Borrini-Feyerabend, 1997a, 1997b ; Creighton, 2005; Davis-Case, 1989; Dietz & Stern (Eds.), 2008; Finger-Stich & Finger, 2003). Formalised public participation methods can be for example referenda, public hearings, public opinion surveys, negotiated rule-making, consensus conferences, citizens’ jury/panels, citizen advisory committees, focus groups and Internet participation (Rowe & Frewer, 2000). Luyet et al. (2012) present an enlarged description of public participation techniques, indicating varying degrees (intensity) of involvement (see Appendix 6). Their techniques include empowerment and public participation in decision-making (co-decision) within the following techniques: workshops, participatory mappings, focus groups, citizen juries, geospatial/decision support systems, role-playing, multi-criteria analysis, scenario analysis and consensus conferences.

Creighton presents public participation techniques that are aimed at getting information *to*<sup>29</sup> and *from*<sup>30</sup> the public (Creighton, 2005). Rowe and Frewer suggest that the choice of public participation technique depends on the degree of involvement, type of stakeholder; for example, their prior knowledge and experience, time available and interest, local culture, social norms and past events including the history of development. The choice also depends on intended timing of the use of the techniques within the project, knowledge and experience of the project manager/facilitator (Rowe & Frewer, 2000). The development of ICT and an increasing use of Internet offer an interactive, networked based environment for on-line public participation and decision-making on the Internet. This occurs often within communities interacting with each other on a variety of subjects, for example, in planning and other societal influencing subjects, in discussions concerning contribution to democratic planning and meaningful public participation (Evans-Cowley & Hollander, 2010)<sup>31</sup>.

### 2.2.1. Participatory process values as a 'good' basis for governance

There are numerous listings in the academic literature of 'good and bad' public participation. 'Good' participatory processes can be described as situations where all those interested and affected by a decision or action are represented. They are processes where unnecessary barriers should be removed in order to emphasise representativeness and inclusiveness, as well as allowing all those involved to enter the context and present their views (Chilvers, 2008). The public participation

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29 The following techniques are developed for getting information *to* the public: briefings, exhibits and displays, feature stories, information repositories, Internet, mailing out key technical report or environmental documents, mass mailings, media interview and appearances on talk shows, media kits, news conferences and media briefings, newsletters, newspaper inserts, news releases, paid advertisements, panels, presentations to community groups, public service announcement, symposia.

30 The following techniques are developed for getting information *from* the public: advisory groups and task forces, appreciative inquiry summit, beneficiary assessment, charrette, city walk, coffee klatch, computer-aided negotiation, consensus building, consensus conferences, facilitation, field trip, focus groups, future search, groupware, hotlines, Internet, interviews, large group/small group meetings, meetings/hearings/workshops, multiattribute utility analysis, open house, open space, participatory rural appraisal, participatory technology assessment, participatory television and cable television, plebiscite, polls and surveys, public hearings, public meetings, retreat, Samoan Circle, SAPAR (self-esteem, associative strength, resourcefulness, action planning, and responsibility), task force, town meeting, visioning, workshops.

31 Finnish World Heritage governance actors have nationally used this forum in order to collect public information of interest to the establishment of the national World Heritage strategy, but not as a mean of co-decision making.

situation should provide sufficient and accessible resources, for example, information, expertise and time. Information about process development and possibilities for the participants to engage at the right time in regard to decision-making increases the success factor of the whole process. Furthermore, the need for the management entity to show commitment is essential for achieving a balanced and successful process. When the management body is committed to the process and takes results seriously, this will most likely engage and inspire the rest of the participants to act positively (Dietz & Stern (Eds.), 2008, p. 99).

The concept of breadth is critical to democratic legitimacy of decisions and describes how wide the amplitude of participants should be to be efficient (Brydon & Vining, 2016). Representation and inclusion of participants, in regards to the quality of decisions made, have to be established in order to confer legitimacy throughout the entire process. The number of participants has to be in balance proportionally with the number of communities of interest in order to establish a 'good' process. A too large a number of participants is not advisable due to challenges in communication and since it is difficult to establish a common agenda in larger groups (Lindell, 2015). The level of quality of a public participation process will increase if all viewpoints and sources of knowledge are represented, and if national, regional and local perspectives are in balance (Dietz & Stern (Eds.), 2008). Public participation processes are expected to be effective if there is a structure that inspires the voluntary commitment of the participants<sup>32</sup>.

The implication of boundedness indicates that some processes are bounded (restricted or closed) and others un-bounded (unrestricted or open) in the way that all stakeholders and individuals are allowed to enter into processes or are specifically targeted and identified. Dietz and Stern ((Eds.), 2008) argue that, overall, not all meetings and activities have to be open to the public – there are valid reasons for having some non-public activities within a broadly transparent process. The *unbounded* processes, both formal and informal, are open to all parties, and the only restriction is that the participants show an interest and have the resources to participate. This type of process may be beneficial for coordinating deliberation to define an issue for

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32 In the Kvarken case the balance between representation and actual amount of communities of interest can be seen as distorted, while the organised commons are over-represented within the World Heritage governance structure, as described in Article IV.



assessment or policy, to determine the information needed for action, and to identify the ways in which various parties are affected by or interested in the outcome. An unbound procedure can be tailored to a number of parties, a degree of organisation, to process objectives, and to time and resource constraints (ibid.).

In *bounded*, or closed, processes the participants are consciously and/or practically chosen by the organizers. According to Dietz and Stern ((Eds.), 2008), this can be a way to increase the variety of participants in comparison to unbounded processes; when interest groups are perceived to be important they may be directly selected to participate. The public may only be given the possibility to follow either the whole process or decision-making parts. Generally, processes designed to involve stakeholders in consensus building, such as advisory committees, summits, or commissions, are usually bounded, even though the meetings can be open to the public. Bounded processes are commonly used in situations in which decision processes tend to be formal, as in regulatory negotiation, and the outcome is often a joint report or set of recommendations concerning a specific issue or action, a set of rules or a decision. On the other hand, processes aimed at informing or consulting the public, for example scoping meetings, listening sessions, and online deliberations, are more frequently open (unbounded). A combination of the two concepts commonly occurs.

Transparency and fairness in the planning and development of 'good' participatory processes are factors required for achieving efficiency and legitimacy. It is necessary that the election of participators in public participation is transparent in order to create a fair participatory process. A fair process can be described as "[...] one in which all those affected by a decision have an opportunity to participate meaningfully (either directly or via representatives) and in which those empowered to decide take participants' view seriously" (Dietz & Stern (Eds.), 2008, p. 60). This description, based on Habermas' view on fair processes, is often cited in academic research and proposed as a norm in the public participation context. The practical implication is noticeable, as processes that are perceived fair by participants also make those involved see the outcome as fair. Processes of public participation are also more likely to be successful when they are planned with a strong linkage to policy decision-making and implementation of decisions. It is easier to establish fairness in processes (procedural fairness) than in outcomes (distributional fairness). Furthermore, the results from psychological studies have shown that people's view of fair decision

processes involve the opportunity to voice opinions and concerns, the neutrality of the forum, the trustworthiness of authorities, and the quality of treatment by the authorities both formally and informally. Subjectivity and perception is also part of the way participants view fairness. Fairness can be exemplified by common sense, diversity of viewpoints, the relevance of arguments, or involvement of a proportional sample of the affected public (ibid.).

Public participation procedures need to be outlined in order to provide all participants with equal prerequisites. Factors that suggest 'good' organisational practices are, for example collaborative problem formulation, process design, transparency of processes and good-faith communication. There is a need for making the purpose of the process clear to all participants; thus, rules for closure and outcomes must be in place and communicated to all parties (ibid.). Objectives and boundaries should be transparent and accountable to all, both inside and outside the process (Chilvers, 2008). This will, in combination with serious efforts to share the commitments with the participants, increase the probability of acceptance of decisions and a public willingness to engage in future involvement (Dietz & Stern (Eds.), 2008). An ever present issue is the matter of adequate capacity and resources at hand. With an appropriate use of sufficient capacity and resources, the processes can be effective. Factors to consider are the scale of the process, the complexity and the difficulty of issues involved (ibid.), as well as timing. Self-assessment and the correction of projects are measures beneficial for the planning and development of public participation processes.

### **2.2.2 Lockwood's principles for 'good governance'**

In order to analyse sufficient levels of public participation, I have chosen to use Lockwood's description of 'good governance' as a complement to the literature presented in the theoretical framework. Lockwood describes 'good governance' with seven principles: legitimacy, transparency, accountability, inclusiveness, fairness, connectivity and resilience (Lockwood, 2010). These principles constitute the platform for protected area governance that may not, according to Lockwood, be managed in isolation from outside involvement and is therefore interdependent with a broad representation of stakeholder participation. For me, this understanding establishes together with the aforementioned literature a profound base for evaluating public participation.

In general, all seven principles could in fact have been applicable, never-theless, I have in my analysis (Chapter 6) concentrated on three of Lockwood's principles which I consider well suitable for accessing the quality and sufficiency of public participation, and therefore, evaluating 'good governance' in the Kvarken case. The selected principles are above all central for evaluating the whole process, and furthermore, suitable for the construction of a tool for assessment of the World Heritage governance and tourism development in Kvarken (see Table 8, p. 99). The three principles – *transparency*, *inclusiveness* and *fairness* are well represented in the literature on public participation and therefore of importance for this thesis.

Lockwood defines the first principle, *transparency* as "[...] a requirement, grounded in ethics, of stakeholders' right to know about matters that affect them" (Lockwood, 2010, p. 759). The principle of transparency makes it clear that all decisions made concerning a protected area shall be accessible and understandable to all stakeholders. "Governance authorities should also provide information to stakeholders that allows them to understand the reasons why a particular decision was made and why a particular course of action was chosen" (ibid.). A continuous reporting of progress is an essential part of 'good governance' according to the author.

The second principle, *inclusiveness* refers to the opportunities for all stakeholders to participate in and influence decision-making processes and actions, based on the ethical understanding that each person has an equal right to have a say in matters affecting their lives. Lockwood defines the term inclusiveness as "[...] governing actors seeking input from multiple sources, having an awareness of and valuing diversity, and having policies and structures to foster stakeholder contributions and engagement" (ibid., p. 760). Accommodating and respecting debate, conflict and dissent are examples of inclusiveness. Inclusiveness should apply on non-locals concerned with for example ecosystem preservation, and comprise marginalised and disadvantaged stakeholders.

*Fairness* is the third of Lockwood's principles of 'good governance' described as an action by which "[...] the governance is expected to be fair in the exercise of the authority conferred on them, particularly in relation to the distribution of power, the treatment of participants, recognition of diverse values, consideration of current and future generations, and the development of mechanisms to share costs, benefits and responsibilities of decision making and action" (Lockwood,

p. 760). It is also considered an outcome of ethical understanding of environmental rights.

The remaining four of Lockwood's principles were not applicable in the same way. First, Lockwood's principle of legitimacy was left out due to the fact that the planning and governance arrangements in Kvarken were initially not questioned by any group of stakeholders. The situation changed during the process, nonetheless, the three principles chosen for the analysis, throw light also on the legitimacy question in later stages of the process. Second, accountability was also removed from the analysis mainly because of the fact that the situation in Ostrobothnia mirrors the overall democratic system in Finland while accountability is not considered under threat. Lockwood's third principle, connectivity, is presented as a multi-governance stakeholder structure and mostly therefore covered in Chapter 3 (see also Appendix 1). The fourth and last principle, resilience, is not considered within the objectives of this thesis and therefore left aside.

Table 4 (on the opposite page) summarises the discussion on how to explain public participation and how to evaluate the degree and meaning and 'goodness' of this generally esteemed conduct. The table distinguishes between four sets of factors: participatory factors, planning and development processes, decision-making, and learning and capacity building. The list is not exhaustive, but rather a summation based on the theoretical chapter on public participation.

### **2.2.3. Advantages and risks of public participation**

Any account of public participation is incomplete without acknowledgement of the risks. One overriding challenge when engaging the public in a governance structure is the lack of representativeness, whereby people in public participation do not necessarily represent the majority of the locals or their views (Väntänen & Marttunen, 2005). This is further addressed in Article IV. In addition, another risk is when the link between information collection and decision-making is missing, as described in the normative participation approach, and people are discouraged from taking part in future comparable situations. Furthermore, the participants may well show unrealistic expectations of the outcome of their own participation and input, which will result in a negative output (*ibid.*). The public participation process might thus show potential stakeholder frustration, identification of new conflicts, and empowerment of already important stakeholders (Luyet et al. 2012).

**Table 4.** *Tool for assessing process values of public participation*

<b>1. Participatory factors</b>
<ul style="list-style-type: none"> <li>• <b>Transparency in the election of participants</b></li> <li>• <b>Representative of all those interested and affected by decisions or actions</b></li> <li>• <b>Fair process of public participation</b> <ul style="list-style-type: none"> <li>○ have opportunity to participate meaningfully</li> <li>○ subjectivity and perception</li> <li>○ common sense</li> <li>○ diversity of viewpoints</li> <li>○ all relevant arguments</li> <li>○ proportional sample of the affected public</li> <li>○ information about process development and possibilities for the participants to engage</li> <li>○ voluntary public participation</li> </ul> </li> <li>• <b>Sufficient and accessible resources</b>, for example information, expertise, time, capital</li> <li>• <b>Breadth</b>, for example who to include regarding the quality of the decisions, and with respect to the legitimacy concern of the entire process (increased quality if actors are incorporated from all levels)</li> </ul>
<b>2. Planning and development processes</b>
<ul style="list-style-type: none"> <li>• <b>Collaborative problem formulation</b></li> <li>• <b>Collaborative process design</b></li> <li>• <b>Transparency of processes</b></li> <li>• <b>Good-faith communication</b></li> <li>• <b>Transparent and accountable objectives and boundaries</b> (both inside and outside the process)</li> <li>• <b>Process managed and facilitated</b> in an independent, unbiased and cost-effective way</li> <li>• <b>Procedural fairness</b> (process) <ul style="list-style-type: none"> <li>○ opportunity to voice opinions and concerns</li> <li>○ neutrality of the forum</li> <li>○ trustworthiness of authorities</li> <li>○ quality of treatment by authorities both formally and informally</li> <li>○ making the purpose of the process clear</li> <li>○ commitment to manage the situation</li> <li>○ adequate capacity and resources</li> <li>○ scale of process</li> <li>○ complexity and difficulty of issues involved</li> <li>○ timing</li> <li>○ rules for closure and outcomes</li> <li>○ planned with a strong linkage to policy decision-making and implementation of decisions</li> </ul> </li> </ul>
<b>3. Decision-making</b>
<ul style="list-style-type: none"> <li>• <b>Transparency in decision-making</b></li> <li>• <b>Inclusiveness in decision-making</b></li> <li>• <b>Fairness in decision-making</b>, for example rational collective decision-making</li> </ul>
<b>4. Learning and capacity building</b>
<ul style="list-style-type: none"> <li>• <b>Enhancement of social learning of all involved participants</b></li> <li>• <b>Enhancement of collaborative learning of all involved participants</b></li> <li>• <b>Objective with public participation: build capacity among communities of interests</b></li> <li>• <b>Structure that inspires voluntary commitment of the participants</b></li> <li>• <b>Self-assessment and correction of projects</b></li> </ul>

Trust in authorities and the democratic system may be compromised by dissatisfaction with the public participation process. If the participants feel that their involvement is not taken seriously, or that the democratic value is of minor importance, they might agree to decisions with reluctance or even abandon the process completely. Decisions can

divide communities and seriously affect cohesion and citizens' well-being (Strauss, 2012). In a functional manner, participatory processes can be time-consuming, obstructive and costly; on the other hand, they may also have the potential to enhance democracy, which is in line with costs and time consumption (Appelstrand, 2002).

The situation of a public participation shortcoming in the World Heritage Kvarken Archipelago may be associated with the concept of a democratic deficit, which has become a depiction of governance insufficiency within the European Union (EU). The European system has struggled to overcome the complexities of institutional decision-making procedures and involved notions of inadequate input from the European public sphere, hence creating an inadequacy of involvement. The term 'participation deficiency' was initially used to criticise the transfer of legislative powers from national governments to the Council of Ministers of the EU. The perceived informal nature of negotiations diminished transparency and rendered policymaking processes unpredictable (Mitchell, 2009). Kowalsky describes the EU deficit as: "[...] undemocratic procedures: the habit of adopting European legislation in a single reading, in a trialogue between Commission, EP [European Parliament] and Council behind closed doors - without taking into account comments from outside the European institutions. This is a clear setback for democracy" (Kowalsky, 2015, n.p.). The omission of public participation within the three governing bodies of the Kvarken Archipelago governance structure beginning in the late 1990s at times resembled the described situation of the EU establishments. I will not further engage in discussion on whether or not the European way of exercising power or decision-making is coherent with good public policy regarding participation in EU, but rather transfer the concepts of democratic deficit and public participation onto the World Heritage governance in the Kvarken Archipelago.

### **2.3. Closing remarks on the theoretical chapter**

The paradigm shift in the practice of managing natural resources has transformed the role of locals and their participation from a passive one into an active one. Previously the local communities were portrayed as passive recipients of top-down guidelines, directives and prohibitions whereas two conventions, described in Chapter 3, the Aarhus Convention (2002) and the European Landscape Convention (Jones, 2007) consider local communities as active players; first, in a democratically based public participation sphere of human rights, and second, as economic and cultural beneficiaries in protected areas (Niedziałkowski, Paavola, & Jedrzejewska, 2012). The new paradigm stresses public participation with central government, regional and local authorities, indigenous communities, private companies, the third sector and NGOs. The concept of public participation has evolved from acknowledging NGOs as representing the civil society, to local community-based participation, and last to the democratic right for individuals to be involved in decision-making processes regarding a broad spectrum of environmental issues. An equal foundation of environmental and societal control, together with the right to citizenship, convey to the locals their right of public participation and their universal right to be consulted regarding issues concerning their own environment (Lafferty & Meadowcroft, 1996). These shifts in the level of public participation and power of decision-making processes fit into Arnstein's ladder (Arnstein, 1969, p. 216) which has led to the new role of the local stakeholder as a 'beneficiary' in a protected area where natural resource management must consider local communities as partners in order to be fully engaged and truly participatory players rather than manipulated onlookers.

Based on the theoretical chapter and literature review, an analytical scheme covering different aspects of public participation is constructed (see Table 3, p. 25, Table 4, p. 35 and Table 8, p. 99). This construction is used as a platform in Chapter 6 where the linkage between the theory framework and the analysis from each article presented in Chapter 5 is discussed.

### **3. UNESCO World Heritage**

#### **3.1. The World Heritage concept**

The idea of safeguarding cultural and natural heritage is nothing new. Nationalism doctrines have used cultural and natural heritage as valuables for the purpose of creating a strong national state identity. The global system of value creation, the World Heritage structure composed of cultural and natural patrimony in the history of mankind, has been achieved within the realm of UNESCO. The progression towards a common protective action by independent nations supported by UNESCO was actualised in the 1950s. This was a result of the recognised danger of national heritages being threatened by the Aswan High Dam constructions, establishing a part of a wider modernization processes (Bourdeau, Gravari-Barbas, & Robinson, 2015). In their concern, the governments in Sudan and Egypt turned to UNESCO for help, and a rescue campaign in 1959 to preserve the Egyptian heritages began (Bolla, 1980). This can be considered the starting point for common heritage protection worldwide. With the request to UNESCO by the White House Conference in the United States of America, 1965, and the International Union for Conservation of Nature (IUCN) in 1968, the idea of safeguarding both 'nature and cultural heritages of great universal value' was initiated. According to Robertson (1992), the two world wars and the questioning of the modernity discourse brought forth a global conscience and enabled a common effort (Turtinen, 2006). The idea and the system of heritage conservation have since then gone through a metamorphosis through globalisation, politicisation and financially driven markets to become an increasingly self-promoting practice of national heritages.

##### **3.1.1. The World Heritage Convention**

The importance of safeguarding both cultural and natural heritage for coming generations was stated in the constitution of the WH Convention on the 16th of November 1972. The Convention declares in its introduction that "[...] parts of the cultural or natural heritage are of outstanding interest and therefore need to be preserved as part of the world heritage of mankind as a whole" (UNESCO, 1972, n.p.). The first draft of the WH Convention was presented at the United Nation's Environmental conference in Stockholm, Sweden 1972 and after having been ratified by 20 member states, the Convention came into force in 1975 (UNESCO World Heritage Centre, 2007).



During the 1980s the focus was set on creating a system of operationalisation for the WH Convention, followed in the 1990s by a redefinition of the notion of heritage as well as an aim to define the growth of World Heritage benefits. In the first part of the 21st century, emphasis was raised for local community partnership as well as questioning economic gain by listing World Heritage sites. At the time of the 40th anniversary of the WH Convention, international co-operation was highlighted influenced by the breaking of '1000 sites' of the World Heritage List, the politicisation of decision-making and the increased focus on the role of local communities (Hølleland, 2013). In 2016, a total of 192 states have signed the WH Convention (as of 9th of June, 2016) and 1052 World Heritage sites are listed, of which 814 are cultural, 203 natural, 35 mixed, 34 are transboundary World Heritage sites and 55 categorised as site in danger (September, 2016).

There are three main categories of World Heritages: cultural, natural and mixed heritage sites, of which all are required to be tangible objects. Primarily, the WH Convention distinguishes between cultural and natural heritages. The first group, the *cultural* category, embraces monuments, and groups of buildings with outstanding universal value from the point of view of history, art or science; and sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view (Article 1). The second category, the *natural* World Heritage sites, is examples of natural features consisting of physical and biological formations or groups of such formations which are of outstanding universal value from the aesthetic or scientific point of view. This category includes geological and physiographic formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation; and natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty (Article 2).

During the 1980s and 1990s the UNESCO World Heritage idea was undergoing a shift in line of thought. "This shift of interest from historical or archaeological interpretations of the past to what we today recognise as 'heritage' led to a questioning of the 'monumental' approach to the past and the increasing influence of the idea of heritage as action and process" (Hølleland, 2013, p. 113). This development resulted in a third group of sites, *mixed* World Heritage sites, introduced in 1987 (UNESCO World Heritage Centre, 1988), which unites both cultural and

natural values. A few years later, in 1992 UNESCO introduced cultural landscapes as a subcategory to cultural World Heritage sites. The last contribution Hølleland (2013) calls the 'most fundamental conceptual transformation in its [WH Convention's Operational Guideline] history'. This group includes clearly defined landscape designed and created intentionally by man, organically evolved landscape and associative cultural landscapes. The inclusion of cultural landscapes on the UNESCO World Heritage list has, according to Phillips (2000), been significant for several reasons. It establishes a meaning for the cultural landscapes alongside the world's great cultural monuments and natural sites. It also signals to stakeholders concerned with the protection of the environment that landscapes merit attention at the international and national levels. Through its threefold division of World Heritage types (cultural, nature and mixed), the convention is "[...] encouraging debate around the idea that landscapes may be designed, may evolve organically, or may be found in the mind" (Phillips, 2000, p. 88).

Pressouyre (2000) claims that the division between cultural and natural heritage is conservative, and refers to the World Heritage status as a mix between 'the splendours of art' and 'the wonders of nature'. According to him, the location of the 1913 environmental conference in Bern, Switzerland and the 1931 cultural conference in Athens, Greece specifies the thought "[...] of geographic apportionment, in which the universe could be divided into 'natural zones' and 'cultural basins'" (Pressouyre, 1996, p. 22). Criticism (described in, e.g. Meskell, 2013; Turtinen, 2006) of the World Heritage system has arisen concerning its division into value categories as well as towards the seemingly complex implementation of World Heritage sites, the rigid bureaucracy system of UNESCO and the exposure of sites through listing. Van der Aa (2005) shows that World Heritage designations are officially considered important for nations since heritages transcend national boundaries, thus seen as significant for future generations, however, they may unofficially serve domestic political purposes. Voices against the World Heritage concept has also involved criticism of the hegemony of World Heritage designations from Western European cultures and the impracticability of designating other than tangible heritages (Albert, 2010). As an answer to the latter, UNESCO implemented the Convention for the Safeguarding of the Intangible Cultural Heritage (UNESCO, 2003), where intangible cultural heritage is defined as "[...] the practices, representations, expressions, knowledge, skills - as well as the instruments, objects, artefacts and cultural spaces associated therewith - that communities, groups and,

in some cases, individuals recognize as part of their cultural heritage” (UNESCO, 2003, Article 1).

### **3.1.2. World Heritage and social involvement**

On the one hand, the practice has shown a transformation from a vague WH Convention open for interpretation and development (Hølleland, 2013) towards an inclusion of societal ideas. This has been made possible by expanding the strict understanding of the WH Convention text to include the framework of practical implementation, called the Operational Guidelines<sup>33</sup> since the mid-1970s. On the other hand, the WH Convention’s original mandate, to protect and conserve heritage, has, according to Meskell, been to some extent replaced by an international desire to secure and mobilize the World Heritage brand (Meskell, 2015). Background factors, or drivers behind World Heritage nominations have been highlighted to impact the outcome of World Heritage designations and are, by Rebanks suggested to be: ‘celebration’ of heritage, heritage ‘SOS’ warnings, focusing on marketing, quality and logo/brand enhancement and finally, development and enhancement of socio-economic factors. The author explains the different motivators’ impacts linked to socio-economic development (Rebanks, 2009, p. 21):

Places that see the designation as a ‘Celebration’ do not use it to achieve socio-economic impacts – preserving the heritage was the achievement, WHS [World Heritage Site] the reward. Places that want it as an ‘SOS’ to save heritage, go on to try and do just that, namely saving heritage the result are efforts to preserve heritage. Places that want the designation for marketing or branding go on to use it in their marketing and branding with little additional activity other than tourism impacts. Only the ‘Place Making’ WHSs [World Heritage sites] use it to achieve wider socio-economic impacts and fundamental change to communities and place.

Meskell et al. (2015) describe the World Heritage system from a global perspective where validity and transparency suffer in competition with the pronounced impact politicians and financial blocks have on the World Heritage designations. According to them, the World Heritage system has become a new arena of self-interest where obvious politicisation occurs: “[...] the substance of heritage and its protection

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33 “The Operational Guidelines is a document which essentially aims to make the idea of the convention operational and therefore functions as a mediator which translates the abstract ideas and values of peace into concrete conservation practices” (Hølleland, 2013, p. 52).

matters less and less, even in conflict situations, and can be manipulated for economic, political or religious advantage by politicians and ambassadors” (ibid., p. 426). In armed conflict situations, heritage sites have become tools of warfare and are treated as objects by political and strategic command (Gradén, 2003; Lowenthal, 1996).

In this thesis, the notion of public participation is perceived as part of a decision-making process as well as a part of policy making and strategic planning of a World Heritage site. The impact of local public participation was not initially emphasised in the WH Convention (UNESCO, 1972). However, there has been a evolvement of the use of terminology within the UNESCO World Heritage sphere. The terms ‘participation’, ‘local community’ and ‘stakeholder’ (Table 5, on the opposite page)<sup>34</sup>, which are all important variables in illustrating the level of public participation, were not mentioned in the original WH Convention text (UNESCO, 1972). Moreover, local public participation in the nomination process was only slightly stressed in the Operational Guidelines: “To avoid public embarrassment to those concerned, State Parties should refrain from giving undue publicity to the fact that a property has been nominated for inscription pending the final decision of the committee of the nomination in question” (UNESCO World Heritage Centre, 1993, p. 6). In 1998 UNESCO’s position was reversed when stating: “[...] participation of local population in the nomination process is essential to make them feel a shared responsibility with the State Party in the maintenance of the site” (UNESCO World Heritage Centre, 1999, p. 4).

The general lack of legitimacy of the WH Convention, the World Heritage list and the organisational untrustworthiness occurring in the 1990s called for a renewal of the World Heritage domain. The Global Strategy for a Representative, Balanced and Credible World Heritage List was introduced in 1994. It highlighted the Eurocentric character of the WH Convention (UNESCO, 1972), which led to an over-listing of monuments and historical periods, a geographical imbalance and an over-simplification between nature and culture (Hølleland, 2013). This was a starting point and paradigm shift within the World Heritage system, giving the local communities an affirmation of their importance in the work of safeguarding heritage sites worldwide (Albert, 2010).

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34 An overview of each section presented in Table 5 is shown in Appendix 7.

**Table 5.** *Use of the terms ‘participation’, ‘stakeholders’ and ‘local communities’ in the Operational Guidelines of the WH Convention (2015)*  
Source: UNESCO World Heritage Centre, 2015

Section	Participation	Stakeholders	Local communities
I.C) The States Parties to the World Heritage Convention	X	X	X
I.I) Partners in the protection of World Heritage		X	X
II.C) Tentative lists	X		X
II.E) Integrity and/or authenticity			X
II.F) Protection and management	X		
III.A) Preparation of nominations	X		X
VI.A) Objectives	X		
VI.C) Awareness-raising and education	X		

The World Heritage Committee’s Strategic Objectives in the Budapest Declaration (UNESCO World Heritage Centre, 2002) envisioned the next step by the four Cs, ‘Credibility, Conservation, Capacity-building and Communication’, representing:

- a) a need to strengthen the credibility of the World Heritage list, as a representative and geographically balanced testimony of cultural and natural properties of outstanding universal value
- b) ensuring the effective conservation of World Heritage properties
- c) promoting the development of capacity-building measures, including assistance for preparing the nomination of properties, implementation of the World Heritage Convention and related instruments
- d) increasing public awareness, involvement and support for World Heritage through communication

The four Cs were joined in 2007 by a fifth C, signifying ‘Community’, which enhanced the role of communities in the implementation of the WH Convention (UNESCO, 2007). There is an increasing trend regarding the consideration of public participation between the original Convention text (UNESCO, 1972) and the Operational Guidelines of 2015 (UNESCO, World Heritage Centre, 2015).

### 3.2. From theory to practice – views on public participation in central international conventions

The progress of public participation in a local context mirrors the development of public participation on an international level. Article III in this thesis, presents a critique of the unclear UNESCO definition of 'community', a critique that today (in 2017) still seems warranted. For actors taking part in structures connected with World Heritage sites, the definition of processes, objects and actors in general appears vague. During shifting discourses in society and a continuous scene of varying political ideas, power structures may convert into improper processes, outcomes and unbalanced participatory representation in World Heritage practices. According to Hughes, Jones, and Phau, "[...] world heritage nomination process for local communities can be a politically charged power struggle" (2016, p. 141). The importance of public participation and definition of participants can, therefore, not be stressed enough to ensure a legitimate protection of World Heritage with citizen input and democratic values at its base.

Parallel to the UNESCO's implementation of public participation in the World Heritage structure, important international legislation is found in the *Aarhus convention* (United Nations ECE, 1998). This Convention has been considered by scholars as the most detailed and advanced treaty on public participation and it defines the public according to the following: "All the provisions of the Convention concern the public as a whole, without discrimination as to citizenship, nationality or domicile and, in the case of a non-governmental organisation, without discrimination as to where it has its registered seat or an effective centre of its activities" (ibid., art. 3.9). The Aarhus Convention is a 'rights-based' agreement consisting of the right of access to information, the right of public participation in decision-making, and the right of access to justice; correlations can be noticed both to environmental and human rights. NGOs have important participatory roles in environmental planning of policies and programmes and are thus central to the jurisdiction of the Aarhus Convention.

Appelstrand (2002) lists three categories of arguments that represent the Aarhus Convention's idea of participation: a *pragmatic* policy argument, a *deductive* policy argument, and a *legitimacy* argument (ibid., pp. 282–285). The first view draws on an environmental concern, which argues that the involvement of non-state actors may not only

contribute to 'making bureaucracy think' but that it also may enhance the informational basis as well as the ongoing scrutiny of environmental matters, given the valuable lay knowledge and subjective perceptions and insights provided by the public. The second view applies its norms and notions on international human rights law for the introduction and requirement of participatory measures. Participatory claims could be argued to draw on four established human rights concepts: the right to fair trial, the right to partake in the political process through voting, the right to information, and, the rights of indigenous people. The last argument shows that public participation is relevant in an environmental context because it constitutes a prerequisite for legitimacy, being defined as 'public acceptance of laws, rules and decisions'. In this context, public participation is viewed from a broad democratic context. According to Appelstrand (ibid.), it reflects structural changes relating to growing value pluralism, creating a normative shift that has affected legitimacy factors.

Another significant international agreement on public participation is *the European Landscape Convention* which originates from shifting needs of the society and processes of change in the nature and scale of European landscapes (Phillips, 2000; Prieur, 2006). The treaty includes two main objectives; it is concerned with guaranteeing well-being for all, and with sustainable development. The convention was adopted in 2000 aiming at promoting the protection, management and planning of European landscapes and organising European cooperation on landscape issues (Council of Europe, 2000, art. 3). It is the first international treaty to be exclusively concerned with all dimensions of European landscape (Déjeant-Pons, 2007; Jones & Stenseke (Eds.), 2011). The definition of the Aarhus Convention highly influences the European Landscape Convention as the aims of the Aarhus Convention determine the public participation requirements of the latter (Prieur & Durousseau, 2006).

The European Landscape Convention places the public at the heart of landscape planning, management and enhancement (Scott, 2011), and simultaneously demands more use of public involvement and public participation methods in landscape planning and management acts (Conrad et al., 2011). It has been acknowledged that "[...] the ideal of the ELC [European Landscape Convention, author's remark] is expressly democratic (Prieur, 2000), seeking to safeguard the quality of all landscapes, with the full and participatory involvement of

the public” (Conrad, et al., 2011, p. 159)<sup>35</sup>. Prieur and Durousseau underline that the term ‘public’ in the European Landscape Convention refers to ‘civil society in the broad sense, excluding local and regional authorities and other interested parties; the participation of the general public must be visible both in the definition and in the implementation of landscape policy; and that the concept of consultation, referred to in article 6.D should not be interpreted as an allowance for minimal public participation (2006, p. 165).

### **3.3. National responsibilities and obligations**

#### **3.3.1. UNESCO and the member state**

As national states ratify the WH Convention, they become members of the UNESCO World Heritage structure. Sweden ratified the WH Convention in 1985 and Finland in 1987. Article 5 of the WH Convention obliges the member states (UNESCO, 1972):

- a) to adopt a general policy which aims to give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programs
- b) to set up within its territories, where such services do not exist, one or more services for the protection, conservation and presentation of the cultural and natural heritage with an appropriate staff and possessing the means to discharge their functions
- c) to develop scientific and technical studies and research and to work out such operating methods as will make the State capable of counteracting the dangers that threaten its cultural or natural heritage
- d) to take the appropriate legal, scientific, technical, administrative and financial measures necessary for the identification, protection, conservation, presentation and rehabilitation of this heritage
- e) to foster the establishment or development of national or regional centres for training in the protection, conservation and presentation of the cultural and natural heritage and to encourage scientific research in this field.

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35 Articles 5.C and 6.D are devoted to public participation and highlight the need of procedures for public participation.



The socio-political values of the heritage site and the traditional know-how and practice related to its management over time are not covered in the obligations of the member states. The weight given to the scientific community which appears in two out of five obligations has been consistent over the years and even increased with time to legally obligate member states to open their doors and share the resources of a World Heritage, especially in regards to monuments and natural resources. Global initiatives, such as *the Convention on Biodiversity* (United Nations, 1992) and World Heritage work in most cases in tandem, without a reciprocal obligation to include a local public participation scheme *per se* in order to pursue scientific research. Such conduct may supersede social structures that have been in place for a long time and sidestep original stewards of a heritage in many cases.

There is no set regulation declaring who may start a proposal for initiating a World Heritage nomination. Anyone, public or private, organised or unorganised group or individual, may make the initiative and bring the proposal of World Heritage nomination up to the signatory member-state level (WH Convention, 1972, Article 31). When receiving the proposal, the member-state becomes the official conveyor of the nomination procedure. A nomination process is demanding and requires several forms of resources, for example financial resources, scientific knowhow, personnel, language skills, technical support, etc. The member state is obliged to on a permanent basis, list important heritages as potential World Heritage sites and presents them on the World Heritage tentative list (WH Convention, Article 3). From the tentative list the states can choose sites to be proposed for nomination. The nomination proposal filters through a process of UNESCO World Heritage institutions such as the World Heritage Centre, advisory bodies, in most cases one or several of the following organisations: the International Union for Conservation of Nature (IUCN), the International Council on Monuments and Sites (ICOMCOS) or the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). The World Heritage Committee makes the final decision on inscriptions on the World Heritage list.

In the periodic reporting to UNESCO, the member states are obliged to report according to UNESCO standards and thus to have imposed the necessary regulating frameworks instituted by the WH Convention (1972). A few countries have institutionalised legislation regarding World Heritage site control or regulating mechanisms of World Heritage. However, neither Finland nor Sweden has adopted explicit

World Heritage legislation. Australia, South Africa, Romania, Italy and France (see Appendix 2) are countries that have laws, decrees or regulations of a different constitutional character imposing more compelling measures than strategies and policy documents. These national documents identify and define the components of the WH Convention, giving a clearer overall picture for the national stakeholders. In most cases the decrees indicate some kind of financial liability, jurisdiction, specific mechanisms, rights and duties for authorities within the World Heritage governance.

### **3.3.2. Finnish World Heritage governance**

There are seven World Heritage sites in Finland; six listed on cultural and one on natural merits. These are the Bronze Age Burial Site of Sammallahdenmäki (1999), the Fortress of Suomenlinna (1991), the Old Rauma (1991), the Petäjävesi Old Church (1994), the Struve Geodetic Arc (2005), the Verla Groundwood and Board Mill (1996) and the High Coast/Kvarken Archipelago (2006)<sup>36</sup>. The management and governance responsibilities of designated World Heritage sites are distributed by the government in Finland; the Ministry of Education and Culture has overall accountability for all World Heritage sites, whereas the Ministry of the Environment is the main custodian of the sites designated on nature merits (FFS, 1987; Finlands författningssamlings fördragsserie, 2005).

Until 2006, no explicit transnational state level World Heritage co-operation between Finland and Sweden existed, other than when signing the Kvarken nomination and when deciding on the name for the transboundary site. The site was initially inscribed by UNESCO as Kvarken Archipelago/High Coast but was officially altered to High Coast/Kvarken Archipelago (Sweden/Finland) (UNESCO, World Heritage Centre, 2008).

### **3.3.3. 'Our Common Heritage'**

The Visby Declaration (see Appendix 3) initiated at the annual Nordic World Heritage meeting in Visby, Sweden (2010), inspired the creation of the national World Heritage strategy in Finland. At the meeting, the Nordic World Heritage focal points were asked to communicate to

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36 Retrieved from: <http://whc.unesco.org/en/statesparties/fi>, accessed 1 September 2016.

their governments the need for the implementation of national World Heritage strategies. In 2015, the Finnish government approved the national World Heritage Strategy, making Finland the second Nordic country after Norway (Det Konglige Miljøverndepartementet, 2013) to incorporate a national World Heritage strategy (Ministry of Education and Culture, 2015). Sweden has started a pre-investigation for inaugurating a similar policy document, but has not decided whether to implement a national World Heritage strategy<sup>37</sup>.

The Finnish National World Heritage strategy is called *Our Common Heritage. For a National World Heritage Strategy 2015-2025*, and it was co-signed in 2015 by the Minister of Culture and Housing and the Minister of the Environment (Ministry of Education and Culture, 2015). It is a non-binding document, anchored at the ministry level, and without attached budget or contingent liability associated to the strategy. The Cultural Environment Strategy adopted in 2014 (Ministry of Education and Culture and Ministry of the Environment, 2014) serves as the framework for the National World Heritage Strategy. As a part of the strategic work, direct public participation was used in the form of an Internet based 'citizen poll' programme that is a web-based public forum for opinion sharing. The low response level<sup>38</sup> indicates a lack of public interest in the subject matter. The short time-span allocated for the responses also cast doubts over the objectives of the programme bordering on a 'token' public participation with poor marketing incentives to engage the citizens.

The Finnish World Heritage strategy is based on three foundations: the value of the World Heritage sites, networks of stakeholders, and activities creating new outcomes. The aim of the strategy is "[...] to outline the implementation of a national world heritage policy and a world heritage agreement so that it accommodates comprehensive examination of cultural and natural heritage and the protection and conservation of Finnish world heritage sites in a sustainable and exemplary manner" (Ministry of Education and Culture, 2015, p. 4). In Chapter 3 of the strategy the main guidelines and proposed measures are aimed to form a World Heritage policy in Finland, involving the preservation of World Heritage sites, capacity building, and raising awareness on World Heritage, preservation and communities.

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37 Personal communication with Senior Advisor Jan Turtinen at the Swedish National Heritage Board, 12 October 2015.

38 The World Heritage strategy poll was carried out during 21.11.2014–15.12.2014 and answered by 59 anonymous responders out of 5.5 million Finnish citizens.

As an answer to the needs of integrating World Heritage sites into a social and sustainable context, Finland's national strategy describes a multifaceted World Heritage structure. The actors are depicted as "[...] the network of those involved in world heritage site activities [...] expanding and becoming more diverse" (Ministry of Education and Culture, 2015, p. 16). Particular actors, described as engaged, are outlined as "[...] officials in the regions of the sites, professionals in the museum sector, tourism industry representatives, professionals in schools and early childhood education, the business sector and a great variety of those involved in the protection, conservation, management and presentation of sites" (ibid., p. 16). Local and regional stakeholders are defined as citizens, property owners, the business sector, associations and other communities. Local inhabitants are thus described as stakeholders, but are not included among the particular actors above. The Finnish World Heritage strategy also mentions a wide array of international stakeholders: "[...] the General Conference with representatives from the member states and the World Heritage Committee, [...] the World Heritage Centre, its secretariat, ICOMOS, IUCN and ICCROM" (ibid., p. 14).

The notion of public participation in the national strategy *Our Common Future* does not invite citizens to take part in decision-making. The strategy mentions that: "[...] dynamic sites will provide diverse possibilities for different communities and individual citizens to enjoy the World Heritage sites and participate in World Heritage activities" (Ministry of Education and Culture, 2015, p. 33). By participation, the strategy suggests one-way communication and not direct public participation in decision-making. The strategy also states that: "[...] pilot projects will be developed and citizens will be informed about opportunities to participate in World Heritage activities" (ibid, p. 34).

When describing the importance of Finnish World Heritage stakeholders, the strategy refers to the Framework Convention on the Value of Cultural Heritage for Society (Council of Europe, 2005). In this document (also called the Faro Convention), World Heritage sites are proposed to be represented by committed stakeholders: "World Heritage sites can function as innovative examples of the ratification process of the Faro Convention. In the protection of cultural and natural heritage sites, it is essential that property owners, entrepreneurs, communities and other voluntary stakeholders consider them as a part of their own common property, and that they are engaged in the management of World Heritage sites" (Ministry of Education and Culture, 2015, pp. 33–34).

This paragraph supports locals, both organised and unorganised, in voluntarily taking part in the management and development of World Heritage designated sites in Finland. However, it is neither indicated in what operational form the public participation is suggested to take, nor if the contribution involves participation in decision-making<sup>39</sup>.

### 3.4. The Kvarken World Heritage

#### 3.4.1. The early World Heritage process

Dialogues over a potential World Heritage nomination for the Vaasa archipelago in Ostrobothnia were maintained over twenty years before the designation in 2006. Officially the area was mentioned in a report from the Ministry of Environment proposing potential Finnish World Heritage sites (Flander, 1989) as well as in the Nordic Council of Ministers' report *Verdensarv i Norden: Forslag til nye områder på verdensarvlisten - UNESCOs World Heritage list*<sup>40</sup> (Nordiska Ministerrådet, 1996). The initiative to a World Heritage listing was taken by the executive committee for the transnational association Kvarken Council in 1997.

The Kvarken World Heritage nomination process was initiated as a project co-funded by the regional environmental authorities and staffed by officials from these establishments. The actors involved and directing the development since the start in 1997 were; the Regional Council of Ostrobothnia, the Kvarken Council, the Geological Survey of Finland (GTK), and the Ministry of Environment's regional offices Metsähallitus Nature Heritage Service in Ostrobothnia and the West Finland Regional Environment Centre (Rinkineva-Kantola & Ollqvist (Eds.), 2004). When the nomination process started, the evident counterpart for the region of Ostrobothnia in Finland was the region of Västerbotten in Sweden, which was represented by the County Administrative Board of Västerbotten (Svels, 2008). These two regions

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39 Suggested methods of engagement in the strategic realisation of the Finnish World Heritage sites are, for instance, activities as World Heritage days, open door occasions, celebrations and open press events. In addition, citizen forums and centres providing guidance or information are mentioned as places for involvement. The formal language and guidelines for public participation or engagement resembles a formal strategy with slight regards to local social structure. The fact that the World Heritage manager is responsible for integrating the public into the World Heritage site can be seen as a marketing tool rather than engagement or participation in a celebration of long struggle to protect local heritage and lift it up to a proud World Heritage site, run by local stakeholders as the original caretakers.

40 World Heritages in the Nordic countries: suggestion for new sites on the World Heritage list – UNESCO's World Heritage List [author's translation]..

had strong historical links and traditions of cooperating, recently as members of the Kvarken Council.

In 2002, the County Administrative Board of Västerbotten dismissed the transnational World Heritage process – advised by the Geological Survey of Sweden (SGU) – they perceived insufficient geological values on the Swedish side of Kvarken (Svels, 2008). The process was, however, resumed by the Finnish authority officials, who in turn approached the County Administrative Board of Västernorrland<sup>41</sup>, the official mandate holder of the World Heritage High Coast<sup>42</sup>. Through this ‘rescue operation’, the Kvarken Archipelago bypassed the challenges of re-creating a singlehanded nomination. During the 1990s, UNESCO proclaimed the importance of creating transboundary sites especially based on nature merits, which may be seen as furthering the nomination of Kvarken. The Ostrobothnian actors could therefore profit from the World Heritage High Coast’s designation in 2000 and by the acceptance from the High Coast management be enrolled in 2006 on the World Heritage list as an extension to the World Heritage High Coast on geological merits.

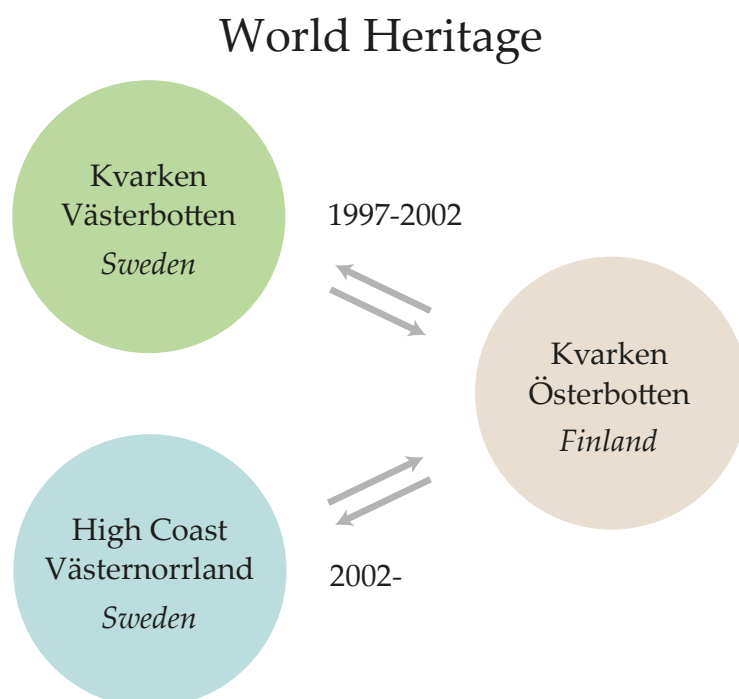
However, both transnational counterparts for Ostrobothnia (Figure 4, on the opposite page) and the value base for the World Heritage nomination (Table 6, p. 54) were in the Kvarken case changed during the nomination process. During the nomination process the World Heritage value criteria have varied from the biological criteria, to include an outstanding universal value based on extreme beauty, and finally to the finalised geological value criteria (viii).

The World Heritage nomination process of the Kvarken Archipelago area (Table 6, p. 54) can be divided into three phases: *the preparation phase 1987–1996*, *the Kvarken Council project phase 1997–2002*, and *the regional distinction phase 2003–2006* (Svels, 2008). During the first stage important fundamental work and research on the environment and geological context was performed, though no explicit ambitions by the nomination administration (Kvarken Council and regional environmental authorities) to involve locals can be noticed. The second part of the nomination was basically concentrated on the regional nomina-

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41 The County of Västernorrland is geographically situated south of Västerbotten County.

42 The initiator of the Swedish World Heritage nomination for the High Coast was the County Administrative Board of Västernorrland. Personal communication with former County Architect Mats Henriksson, County Administrative Board of Västernorrland, 28 September 2009.



**Figure 4.** *Three regions - one World Heritage site, indicating yearly stages of World Heritage collaboration between the three regions.*

tion project actors' performance (the Kvarken Council, environmental authorities, GTK and the Regional Council of Ostrobothnia) until the breakdown and 'rescue operation' of 2002. The Kvarken Council coordinated the World Heritage nomination project during this early phase, involving the above mentioned organisations. After the breakdown in negotiation between Ostrobothnia and Västerbotten in 2002, the Kvarken Council no longer participated in the immediate nomination process but rather stayed on as an observer, and later as a key part for transnational World Heritage projects between the High Coast and Kvarken Archipelago. The Kvarken Council connection to the High Coast was established as one of the two World Heritage municipalities, Örnsköldsvik, was a member of the Council.

Regarding public participation, the authorities made efforts to approach the inhabitants during the last two years of the second phase (2001–2002) by arranging local information meetings about the World Heritage implementation (Svels, 2008). During the third phase of the nomination process, the state took the lead role and acted as signatory actor throughout the concluding stage of the designation with

**Table 6.** *Timeframe for the World Heritage Kvarken Archipelago nomination process*

Year	Phases
<b>1987-1996</b>	<b><i>Phase 1: The preparation phase</i></b>
<b>1989</b>	Vaasa archipelago was suggested World Heritage in a report from the Ministry of the Environment.
<b>1996</b>	The Nordic Council of Ministers' report <i>World Heritages in the Nordic countries: suggestion for new sites on the World Heritage list – UNESCO's World Heritage List</i> .
<b>1997-2002</b>	<b><i>Phase 2: The Kvarken Council project phase</i></b>
<b>1997-2000</b>	First proposal together with the County Administrative Board of Västerbotten was based on biological, geological and cultural values.
<b>2000</b>	The High Coast designated World Heritage in Cairns, Australia (29 <sup>th</sup> of November).
<b>2002</b>	The County Administrative Board Västerbotten withdrew from the World Heritage nomination. The region of Ostrobothnia turns to the County Administrative Board of Västernorrland and the World Heritage High Coast.
<b>2002</b>	Second proposal together with the County Administrative Board of Västernorrland was based on geological values.
<b>2002-2004</b>	Third proposal together with the County Administrative Board of Västernorrland was based on geological values. The Finnish side of Kvarken was introduced as an extension to the High Coast establishing a transboundary World Heritage site.
<b>2003-2006</b>	<b><i>Phase 3: The regional distinction phase</i></b>
<b>2005</b>	Kvarken Archipelago nomination file was submitted to UNESCO signed by the Finnish Minister of the Environment (28 <sup>th</sup> of January).
<b>2006</b>	Kvarken Archipelago was designated World Heritage in Vilnius, Lithuania, on geological values (16 <sup>th</sup> of July).



UNESCO<sup>43</sup>. On municipality level, the four municipalities Korsnäs, Malax, Korsholm, Vörå and the city of Vaasa were involved in reference groups for the World Heritage nomination, but in practice showed barely any interest in taking part of the development until some years before the designation in 2006 (Svels, 2008).

### **3.4.2. The mandate to manage the World Heritage Kvarken Archipelago**

When the Kvarken Archipelago was designated as a World Heritage site, the Ministry of the Environment transferred the management responsibility of the first Finnish World Heritage site based on natural values to the state-run enterprise Metsähallitus. In turn, Metsähallitus delegated the operational responsibility to its regional representative Metsähallitus Natural Heritage Services in Ostrobothnia.

Metsähallitus was established in 1859 as the National Forest and Park Service with the aim of managing state owned forests. Through several re-organisations it is currently, organised in two business units Metsätalous (Forestry) and Latumaa (real estate operations) with the tasks of business activities and budget-funded public administration duties<sup>44</sup>. Metsähallitus administers and manages almost one third of Finland's area, including natural resources as forests, shores, waters and soil. Two World Heritage sites on state owned land are managed by Metsähallitus: these are three sites of the transnational World Heritage Struve Geodetic Arc<sup>45</sup> and the Kvarken side of the transboundary World Heritage High Coast/Kvarken Archipelago<sup>46</sup>. The division managing World Heritage sites was originally called the Nature Conservation Area Office, established in 1981. Initially, the name was changed to Natural Heritage Services and later, in 2014, to Parks & Wildlife Finland<sup>47</sup>.

The governance of Metsähallitus is based on the State Enterprise Act (FFS, 2002) and the Act of Metsähallitus (FFS, 2004a) and Decree on Metsähallitus (FFS, 2004b). In December 2015, the government agreed on a renewal of the Metsähallitus legislation (Finlands regering, 2016)

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43 The actors signing on behalf of the region were West Finland Environmental Centre, Metsähallitus Natural Heritage Services and the Regional Council of Ostrobothnia.

44 Retrieved from: <http://www.metsa.fi/web/en/organisation>, accessed 10 April 2016.

45 Retrieved from: <http://whc.unesco.org/en/list/1187>, accessed 10 April 2016.

46 Retrieved from: <http://whc.unesco.org/en/list/898>, accessed 10 April 2016.

47 This unit manages public administration duties and is responsible for hunting, fishing and off-road traffic. It also produces social nature, hiking and wilderness services and manages species protection duties on all state-owned land and water areas (Metsähallitus, 2014).

which suggests that the Finnish regulations were to be matched with the EU legislation, incorporating state owned land and water governed by Metsähallitus, furthermore, making the Metsähallitus leadership structure more transparent (Metsähallitus, 2016). The act was passed in the government on the 30th of March 2016. The Metsähallitus Act states the official management duties for Metsähallitus. In a separate listing to the operational World Heritage management in Kvarken<sup>48</sup> the World Heritage is positioned:

The management, development and governance coordination of the World Heritage Kvarken Archipelago belongs to Metsähallitus. Metsähallitus manages also other objects under its governance and participates in the preparation of the Finnish tentative list separately when appropriate. The management of the World Heritage Kvarken Archipelago is incorporated into the yearly planning and funding for the Metsähallitus Parks & Wildlife Finland [author's translation].

### **3.4.3. Multi-level governance structure in Kvarken**

The governance structures of the World Heritage Kvarken Archipelago may be portrayed as a multi-governance system covered by the supranational institution of UNESCO (see Appendix 1). On the global decision-making level, UNESCO, EU and the IUCN represent the group of actors possessing the power structure, with no active interveners in daily operations unless required. The UNESCO World Heritage system instructs state parties to form a management system amongst parts of transboundary World Heritage sites establishing a horizontal governance structure. Article 135 of the Operational Guidelines of the WH Convention (UNESCO World Heritage Centre, 2005), states: "It is highly recommended that the States Parties concerned establish a joint management committee or similar body to oversee the management of the whole of a transboundary property". The influence on the transnational governance level is constitutionalised by the Consultation group of the World Heritage High Coast/Kvarken Archipelago, already initiated in the Kvarken Archipelago nomination document (Rinkineva-Kantola & Ollqvist (Eds.), 2004).

On the national level the Republic of Finland represented by its Ministry of Culture and Education and the Ministry of the Environment holds the executive and administrative power of World Heritage sites. Their authority functions are based on Finnish and international law.

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48 Personal communication with World Heritage coordinator Susanna Ollqvist, Metsähallitus, 1 November 2010.

The regional level of governance is represented by Metsähallitus in Ostrobothnia, ELY, the Regional Council of Ostrobothnia and GTK<sup>49</sup>. These are the institutions that were involved and that were steering the preparation process of the Kvarken nomination proposal, and they have all been engaged in the process described in the research period, since the late 1990s until 2015.

The Metsähallitus in Ostrobothnia was in 2006 assigned by the Ministry of Environment to establish a local steering committee, which was carried out by the establishment of the *Världsarvsdelegationen för Kvarkens skärgård*<sup>50</sup> (Steering Committee for the World Heritage Kvarken Archipelago), and which had its first official meeting in 2007 (Steering Committee minutes, 5/2007, § 5). Interest groups have been invited by Metsähallitus to function as members in the Kvarken Archipelago Steering committee and working groups have also been contributors to the local level governance platform. The Steering committee, is constituted with a Secretariat<sup>51</sup> (established in 2008), and a shifting number of working groups, as the basis for the governance structure.

The formal level of power also includes representatives for the four World Heritage municipalities Korsnäs, Malax, Korsholm, Vörå, and of the city of Vaasa; all represented in the Steering Committee and the Secretariat. One central part of the formal power structure, influencing the path and extent of public participation, is the position of World Heritage coordinator, affiliated in this case with Metsähallitus in Ostrobothnia. The coordinator has a central position in the Kvarken governance structure, as a member of the Steering Committee, the Secretariat and the transboundary group for the World Heritage High

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49 These actors constituted during the nomination process a committee called *Styrgruppen för Kvarkens världsarv* [Governing body of Kvarken World Heritage site] [author's translation]

50 The task for the Steering Committee according to the *Management and Development Plan of the World Heritage Kvarken Archipelago* (Ollqvist, 2009) is to coordinate the parties concerned, for example authorities, municipalities, land-owners and residents in the World Heritage governance structure in matters of management and presentation. The Committee is to approve the management plan, follow and promote the implementation of the management plan, maintain and promote contacts and cooperation with the High Coast and other Nordic World Heritage sites, make the World Heritage site regionally, nationally and internationally visible, agree on the division of labour between actions, for example appoint working groups, follow the geological, ecological, economic and social development, follow that the clause of intention for the area is adhered to by the authorities, entrepreneurs, land-owners and residents. As the management plan is not legally binding, the decisions made by the committee are of an advisory character.

51 Tasks for the Secretariat according to the World Heritage Kvarken Archipelago management plan (Ollqvist, 2009) involve preparing items on the agenda for the Steering Committee for the World Heritage Kvarken Archipelago.

Coast/Kvarken Archipelago. While levels of involvement and actors in the governance system to some extent have been fluctuating, the basic structure of the World Heritage organisation has during the last ten years remained almost unchanged, with only a slight variation in working group structures.

### **3.4.4. Strategic World Heritage documents in Kvarken**

#### **3.4.4.1. Management and Development Plan for the World Heritage Kvarken Archipelago**

In Kvarken the World Heritage governance structure produced a management and development plan document called *Förvaltnings- och utvecklingsplan för världsarvet Kvarkens skärgård*<sup>52</sup> in 2009 (Ollqvist, 2009). It displays the World Heritage status as a global and valuable brand that provides development possibilities both for visitors and locals. The plan states the vision for the World Heritage site (ibid., p. 20): “Kvarken Archipelago is a well-known World Heritage with a unique geological landscape, offering an attractive environment for inhabitants and genuine experiences for visitors”. The plan states the purpose of local engagement as (Ollqvist, 2009, p. 5):

In the process of composing this management plan the local perspective has been given the dominant role and the content of the plan builds on a common vision for Kvarken Archipelago. The local starting point can be summarized with the view that the most important categories of the unique Kvarken values are the land uplift and the nature, traditions and history, together with the interaction between nature and people.

One chapter of eight in the plan is dedicated to local inhabitants. Chapter 7 ‘An attractive environment for inhabitants’ presents two sections regarding the locals: first, inhabitants and businesses, and second, cultural values. The management goals for the local development are to create new local openings and to support the traditional archipelago businesses. The aims are set on directing the stream of tourists more efficiently in the area and developing services in order to satisfy both visitors and locals (Ollqvist, 2009). A challenge when planning points of visitation is how to co-ordinate landowners’ and locals’ interests concerning needs related to recreation and tourism. The ambition with

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52 Management and Development Plan of the World Heritage Kvarken Archipelago [author’s translation].

particular landmarks is that they are expected to serve as meeting points between locals and visitors. Visitors are offered the possibility to participate in the management of the site and all persons interested are welcomed to take part in the planning of the activities.

When applying sustainable tourism norms in the World Heritage Kvarken Archipelago, the aspiration is to respect local traditions, culture and livelihood. In the plan both locals and visitors are target groups for heritage education and information<sup>53</sup>. An extensive action plan with 91 action points is the assessment tool for the management in developing the site (see Appendix 5). In the Management and Development Plan, one important issue related to local public participation is the position and task of the World Heritage coordinator. It is stated that the position is responsible not only for the management and information but also for strengthening contact with the local actors (Ollqvist, 2009).

A proposal for updating the Management and Development Plan of the World Heritage Kvarken Archipelago was initiated by the Secretariat in 2012 (Secretariat minutes, 3/2012, § 5) and processed by the Secretariat during a workshop the same year. As a result, the Steering Committee was asked by the Secretariat to prioritize 20 action points for further development until 2016. In 2013, the Secretariat and the Steering Committee processed the aims during a joint workshop and in 2014, the points were put into concrete form as 16 action points (Steering Committee minutes, 2/2014, § 2). The updated action themes of the Management and Development Plan are called 'Actions for the best interest of the World Heritage'. The plan puts the main emphasis on four local World Heritage areas: the knowledge centre Terranova in Vaasa, Replot Bridge area and the village of Björkö (Figure 2, p. 9, northern demarcated area), and Molpe village (ibid., southern demarcated area)<sup>54</sup>.

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53 This is based on the WH Convention article 27: "The State Parties to this Convention shall endeavour by all appropriate means and in particular by educational and information programmes, to strengthen appreciation and respect by their peoples of the cultural and natural heritage defined in Articles 1 and 2 of the Convention".

54 The action points are: *Terranova* – to establish a virtual World Heritage knowledge centre in Vaasa combined with research; *Björkö* – to establish local collaboration agreements in Svedjehamn, to plan the De Geer House, to develop the Saltkaret's (visitation tower) service; *Replot* – to construct Havets Hus (the World Heritage Gateway visitor centre); *Experiences* – to create package tours, to illustrate the land uplift, to plan biking and canoeing activities, to introduce a World Heritage pass, to promote local communities as 'Villages of World Class'; *Publication* – to publish a visitors' guide, World Heritage map; *Marketing* – to link the World Heritage marketing to the national Visit Finland marketing; *Harbours* – to plan for investment and maintenance needs; *Channels* – to maintain nautical charts and harbours; *Road and bridge* – to plan a Replot-Björkö circle road (locally called the World Heritage road). The last point, together with the point of *village promotion*, is of local importance for the archipelago communities. Of the 16 points, circa

A renewed World Heritage strategy 2016–2025<sup>55</sup> for the Kvarken Archipelago was presented by the Steering Committee in 2016 (Världsarvsdelegationen för Kvarkens skärgård, 2016). In the development process during 2015, World Heritage interest groups and the general public have been involved<sup>56</sup>. The vision from the Management and Development Plan (Ollqvist, 2009) has been slightly changed in the new strategy: “Kvarken Archipelago – the World Heritage that offers unique experiences, an attractive living environment and new openings” (ibid.). The ‘uniqueness of the landscape’ has been replaced by ‘unique experiences’ and the possibility of creating more local job opportunities has been emphasised. The World Heritage designation is equally seen as a resource for the whole region as the former Management and Development Plan indicates.

The goals in the new strategy of 2016–2025 (Världsarvsdelegationen för Kvarkens skärgård, 2016) are specified as: “The Steering Committee for Kvarken Archipelago shall make sure that we, together with the inhabitants in the region, achieve the vision and that the World Heritage status will be a resource for the whole region”<sup>57</sup>. Prioritised tasks and goals in the renewed development strategy are: infrastructure for visitors, World Heritage tourism and marketing, co-operation amongst different actors, and dialogue, understanding and promotion of knowledge. The locals are included in two of the tasks: first, in co-operation between actors, where the goal is to obtain mutual understanding in World Heritage related issues between locals, businesses, authorities, municipalities and associations. Second, World Heritage issues should be integrated into the local school curriculum by 2025, making local schools and children messengers of World Heritage communication.

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50% are aimed to be realised in 2016 when the World Heritage celebrates its 10th anniversary.

55 Retrieved from: <http://kvarken.fi/assets/extranet-svenska/Strategi-2015/Respons-Palaute-2015.pdf>, accessed 30 March 2016.

56 Through a questionnaire study 90 persons, representing 30 interest groups, were directly approached by the operational World Heritage management, of which 44 answered. The call for participation was also announced on Facebook and on the official World Heritage website [www.kvarken.fi](http://www.kvarken.fi). In total, 106 answered the questionnaire, of which 94 were Finnish speaking and 12 Swedish speaking. As in the national strategic work the conduct to approach the general public may be seen as poor. Three local public meetings, in Vaasa (4.11.2015), Molpe (10.11.2015) and Replot (17.11.2015), gathered public opinion on the needs for World Heritage site development.

57 Author's translation.

### 3.4.4.2. The World Heritage strategy of Korsholm municipality

The need for municipality World Heritage commitment was acknowledged by Korsholm as the first municipality within the World Heritage Kvarken Archipelago. This conduct follows the municipality's history of being the most administratively active municipality since the designation in 2006. On the 17th of March 2016, Korsholm approved the *Strategi för världsarvet i Korsholm 2015–2020*<sup>58</sup> (Local Council minutes, KT485/2014, § 20), executed by a working group that was appointed by the Municipal Executive Board of Korsholm (Korsholm, 2015). The municipality strategy is largely based on the Management and Development Plan of the World Heritage Kvarken Archipelago (Ollqvist, 2009), giving the clause of intention<sup>59</sup> a central point in the Korsholm strategy. The clause of intention for the World Heritage Kvarken Archipelago (presented in Appendix 4) was inspired by local aims set in the nomination document for the World Heritage Agricultural Landscape of Southern Öland, Sweden (designated World Heritage in 2000). A similar grounding-process to the one in Öland was introduced as a part of the nomination process by the authorities in Ostrobothnia, with the aim to assimilate the locals' perception of the World Heritage concept and couple the locals to the Kvarken World Heritage nomination procedure. However, the Kvarken residents were involved in the production of the text only by way of taking part in meetings organised by the authorities, where the basis of the text was presented to them (Svels, 2008)<sup>60</sup>.

The aim of the Korsholm strategy is to explain for "[...] decision makers, public servants and collaborators Korsholm's responsibilities in matters concerning the World Heritage site and its development, both regarding the World Heritage as a place of living, space of acting and as a popular sight for tourism that it already has developed into"<sup>61</sup> (Korsholm, 2015, p. 4). In order to describe local involvement in World Heritage governance the terms 'stakeholders', 'local communities' or

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58 Strategy for the World Heritage in Korsholm 2015–2020 [author's translation].

59 The clause of intention in Kvarken Archipelago states that the World Heritage listing may stimulate the economic development of the area; that management and use of the nature protected areas in the World Heritage shall undergo planning and implementation in cooperation between local population and authorities in charge; and that World Heritage shall not influence living conditions or local livelihood, for example fishing, hunting, agriculture, forestry and traditional construction within the World Heritage area [author's translation].

60 Information meetings were held for village representatives in Sundom, Replot, Björk, Molpe and Maxmo as well as for municipality executive boards in Korsnäs, Malax and Maxmo.

61 Author's translation.

‘inhabitants’ remain essential. They are mentioned in the Korsholm strategy but not exactly defined. The strategy mentions that the realisation of spatial planning in the archipelago will be executed through cooperation between local inhabitants and authorities. It also states the link between the municipality and associations, as local organisations are depicted beneficiaries of municipality funding which enhances World Heritage development work.

The Korsholm strategy lists three development needs, of which two include public participation in decision-making (Korsholm, 2015): village planning in the archipelago, and creation of an e-platform for participation. The first example is a concrete suggestion to compile documents from the perspective of archipelago communities and their development visions of the local areas. It also indicates the importance of coupling the protection of natural resources with the possibility for the inhabitants to exercise their normal societal activities, way of living and development of their businesses and infrastructure. The second example illustrates a designed e-platform tool for local engagement and development. It specifies an increased possibility for inhabitants and businesses to participate in the development of the World Heritage area; nonetheless, the implementation of the tool is not explained in the strategy.

#### **3.4.4.3. Closing remarks on the Finnish World Heritage strategies**

Even if the UNESCO outstanding universal values for Kvarken are grounded in geological ideals, the importance of both tangible and intangible cultural heritage in the archipelago is evident. The Korsholm strategy illustrates both categories as local resources and enablers for development (Ministry of Education and Culture, 2015). This dual perspective was a requirement by the local residents in Kvarken, as described in Article III, and could further be enhanced by increasing the understanding of the World Heritage concept and the opportunities it may provide. Furthermore, in Section 5.2 ‘World Heritage and education’, it is suggested that the general curriculum in compulsory education should include World Heritage. This is in accordance both with the national World Heritage strategy and its emphasis on capacity building, and with the new Management and Development plan’s strategy on integrating World Heritage education in the local schools.

As aforementioned, the UNESCO World Heritage concept is monitored, controlled and integrated locally through both formal constitutional regulations and more informal strategic documents. On the one hand,



the national strategy's formulations are not a strong statement of inclusion, but rather a smooth, politically correct, declaration of a non-binding character. On the other hand, the World Heritage Kvarken Archipelago management has implemented both a functioning governance structure as well as strategic World Heritage documents. In the case of the local Korsholm strategy, it may be perceived as a more immediate document, and nearer to the possibilities of local communities to participate in decision-making regarding World Heritage issues than the national strategy. The local strategy, however, puts more focus on business and visitors than on the local community contexts, including the local residents.

### **3.5. A residual but important background factor: The Finnish landowning traditions and their associated institutions**

A description of the governance situation of the World Heritage site in Kvarken and its stakeholders requires a presentation of the Finnish landowning background and particularly of the commons – the most noticeable group of local actors within the World Heritage Kvarken Archipelago governance structure.

Finland has its national roots within the Swedish and the Russian empires and historically the country has been inhabited by both Finnish- and Swedish-speakers. For a long time, the elite in the country was made up of Swedish speakers (Alanen, 1995), which together with the Finnish speaking peasantry transformed the country into a distinct Finnish nation at the end of the 1800s (Lindgren, Lindgren & Saari, 2011). The political foundation of the new Finnish nation, that gained its independence in 1917, was thus a coalition between the Swedish-speaking civil servants and the Finnish-speaking peasants. Consequently, this among other things, gave the free holding peasantry a central position in the Finnish society (Andersson & Sjöblom, 2013). The municipal system, based on the rural municipality legislation (originating from 1865 and revised in 1917) gave the Finnish-speaking peasantry its societal basis (Hyyryläinen, 2012). From the platform of political socialization and empowerment, farmers could reach high positions in society. They could make their voices heard on all levels besides having an important role in the Finnish Parliament and the Government during the 20th century by the Agrarian League party (later Center party). Further, "[...] the transfer from the peasant state to a welfare state neither excluded the

importance of agricultural policy nor the agricultural profession from the field of policy”, according to Granberg (Granberg, 1995, p. 84).

### **3.5.1. The Commons**

The Finnish rural setting and landowning history have by tradition been closely interrelated within the context of nature. Natural resources are complex structures, as they involve a variety of resource units, ownership types and users (Fennell, 2011; Ostrom, 1999). As aforementioned, the landowning peasantry, represented by the institutionalised commons, have been markedly influential in the Kvarken World Heritage structure. The origin of the extensive commons in the archipelago in 2017 dates from the Swedish king’s redistribution of land, the Great Partition in 1734 and subsequent land legislation, as both processes aimed at dividing existing commons (Jones, 1977; Jutikkala, 1963). As a consequence, new commons arose on emergent land in Ostrobothnia since the adjoining water areas from which the land emerged had remained in the common ownership of the village landowners. Also water areas, including grazing meadows, shore areas and islets, remained mainly in collective village ownership. This conduct and natural resource management system have largely remained unchanged in Ostrobothnia until the present day. The emergent land constitutes a common-pool resource system of overlapping state-owned and privately owned land and collective use rights. The commons in Kvarken presently own almost half of the water area within the World Heritage site, and therefore they manage an elevating and expanding natural resource system, which continuously accumulates over time, thus adding to their assets (Åkerlund & Svells, forthcoming).

The commons are, per definition, collaborative institutions. They are no new inventions, rather they are known as effective governance structures for several hundred years already (Lidestav et al., forthcoming). Within the institutionalised commons, property and utilisation rights are shared among groups of part-owners. The governance body of these organisations can be comprised of both physical and juridical persons with varying entitlements and decision-making power (Åkerlund & Svells, forthcoming). Their management functions are mostly self-organised and autonomous (Hysing, 2009; Ostrom, 1990). However, the state still holds a legislative role on the management of the commons (Holmgren, Keskitalo & Lidestav, 2010; Lidestav et al., 2013; Ostrom, 1990; Ostrom, Gardner, & Walker, 1994). In Finland the first legislation regulating the commons dates back to the 1940s; it was followed by the

Law of the Commons in 1989 (FFS, 1989 ) regulating the code of conduct for the institutionalised commons, for example, general rules for decision-making, transfer of property rights, distribution of dividends and other management issues.

In Kvarken institutionalised commons include both juridical (for example municipalities and NGOs) and private persons; smaller non-institutionalised commons are mostly composed of families. Part-ownership in the institutionalised commons is based upon local ownership of land in the villages and scaled according to Swedish *mantal*, the old measure for taxation of land properties (Jones, 1977). Shares are tied to the size of land ownership, and in most cases inherited from generation to generation. Membership can, theoretically, be acquired through purchasing a land property with tied shares. There is, however, reluctance in Ostrobothnia to pass on shares in this manner. The *mantal* has become an economic asset and therefore the practice is to separate the land from the share which normally accounts for the part-owning position in the commons (Åkerlund & Svells, forthcoming).

The *mantal* provides the power base in the part-owner community. Uneven power distribution within some commons and the commons' revenue management logic has created strong local elite within some villages (ibid.). This group consists of individuals owning large land properties adjacent to the village and therefore possessing a substantial share of the *mantal* and representing a considerable part of local power. The superiority of large shareholders is strengthened by a concentration of human and social capital comprised of social resources needed to support development, such as networks, trust, reciprocity, exchanges, and levels of knowledge and skills among shareholders. The commons are important actors in the local societies through their rights as landowners and in their right to control management and use of the landscape both for local inhabitants and visitors. Åkerlund and Svells (forthcoming) show that the commons through their established societal role have prospect to create opportunities for local development, for example through distribution of dividends to other recipients than part-owners. However, the old operational structures and cemented power relations create problems in the form of difficulties to maintain the resource effectively, and contempt and conflicts arise both within the part-owner community and between the common and other local stakeholders. The commons' role in the World Heritage governance structure is further described in Article IV.

### 3.5.2. Indirect public administration

As described above, the position of the landowners has traditionally been strong in Finland. Possession of land and water areas constitutes a power position *per se* for the landowner, also *vis-à-vis* politicians and the public administration. However, the influence is more broadly based.

Public administration in Finland is legally divided into three parts: state administration, municipality administration and indirect public administration (Uotila et al., 1989). The indirect public administration involves organisations that are not automatically a part of the proper public institutional structure. They carry out public tasks or execute public power and are considered equal to traditional public administration institutions (Kirjasniemi, 2014; Suksi, 1985). Indirect public administration can be divided according to tasks and to legal positions<sup>62</sup>:

*Legal position*: independent public administrative institutions; associations under public law, given the right by legislation to carry out public tasks, for example forestry societies, limited companies, associations, foundations executing public powers or public duties.

*Tasks*: through inspections, supervision and decisions on permits and financing, for example game management districts; through public services, for example forest societies as experts or in maintenance duties; through market operating units, for example the Finnish Slot Machine Association (RAY).

The hunting-, fishing- and forest associations, as well as the commons, may be perceived as part of the power structure within the World Heritage Kvarken Archipelago. As for the commons, their legal position within the indirect public administration is not clearly based in legislation. However, an expert does not exclude that the commons can be classified as an indirect public administration considering how their duties are transferred from the state administrative body under the constitution<sup>63</sup>. The main point here is, though, that landowners can be considered influential in rural areas of the type the World Heritage Kvarken Archipelago constitutes on several grounds. Further, as mentioned, the main vehicle for landowners' influence in Finnish

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62 Retrieved from: [https://www.suomi.fi/suomifi/english/state\\_and\\_municipalities/indirect\\_public\\_administration/index.html](https://www.suomi.fi/suomifi/english/state_and_municipalities/indirect_public_administration/index.html), accessed 7 April 2016.

63 Especially § 15 (points 5 – 9) and § 18 in the Law of Commons (FFS, 1989) are pointed out as indicating legal rights for the commons to pursue official duties. Personal communication with Professor Markku Suksi, Åbo Akademi University, 7 April 2016.

society has been the municipalities. Their role in the World Heritage governance is described elsewhere in this thesis.

Processes involving public participation in environmental governance, as understood in a broad perspective and expressly including governance of natural resources, are complex. Such processes are challenging, as public and private actors may have a varying perspective on appropriate means, substance and outcome of collaboration. In recent years an increase in cooperation between state management and local communities in nature protected areas has been noticed, and perceived as a natural integral part of planning and development processes. Deliberative measures have become popular and are frequently used in governance processes of aforementioned kind (Stoll-Kleemann & Welp (Eds.), 2006). Public participation in natural resource governance largely corresponds to the development and implementation of public participation in international environmental law and as a democratic way to make decisions, public participation has been increasingly recognised as an essential means to the societal dimensions of sustainability.

### **3.5.3. Natura 2000**

One crucial factor when a World Heritage site gains designation is the level of existing protection. A well-functioning and implemented legal system of protection on a national level will enhance the nomination. The Vaasa archipelago area, designated in 2006 as the World Heritage Kvarken Archipelago, has a long tradition of protection, both through local private protection efforts as well as by public and state protection processes. Finnish legislation secures the area sufficiently by general legal standards<sup>64</sup>. Approximately 60% of the Kvarken Archipelago was protected prior to the World Heritage designation with national conservation programmes regulating the protection of geological foundations, plants and animals and with the Natura 2000 network. According to the authorities, the status as World Heritage site has not resulted in any new legislation, nor has it tightened the nature conservation legislation.

When Finland joined the European Union (EU) in 1995, the established national environmental policy was 'Europeanised'. During the pre-membership period Finland was required to harmonize its legislation,

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<sup>64</sup> The following national legislation were mentioned in the nomination dossier (Rinkineva-Kantola & Ollqvist (Eds.), 2004); Land Use and Building Act 5.2.1999/132; Water Act 27.5.2011/587; Land Extraction Act 24.7.1981/555; Nature Conservation Act 20.12.1996/1096; Act on Environmental Impact Assessment Procedure 10.6.1994/468; Forest Act 12.12.1996/1093; Antiquities Act 1963/295.

and one of the commanding environmental EU coordination measures was realised through the synchronization of the Natura 2000 program<sup>65</sup>. The Natura 2000 program may be divided into two parts: the first aiming at a beneficial level of conservation, and the second at an ecological cohesion including sustainable use and planning of natural resources (Oksanen, 2003). Finland established a committee for the implementation of the Natura 2000 directives in 1994, enhancing the renewal of the Law on Nature Protection that replaced the old legislation from 1923. In 1996 the new law was prescribed and the Natura 2000 directives entered into force the same year.

The implementation of Natura 2000 created an extensive crisis of confidence between environmental authorities and the public in Finland, especially the landowners and their representative organisations (Björkell, 2008; Oksanen, 2003). The crisis arose due to contradictory and conflicting interests of values and interpretations of the Natura 2000 concept and of nature itself. The land needed for the Natura 2000 area was largely taken from private landowners' properties (Haldin, 2007). In addition, controversial disagreements due to the planning of previous conservation programmes passed on from earlier generations grew into numerous conflict situations. Landowners felt largely excluded from the top-down planning processes and perceived deficiencies in information and meeting-platforms. The language used by the authorities was unclear and difficult to understand by the public; likewise, the aim of the land use was not well-defined, the timeframe rushed and the planning focused on ecological and economic dimensions. In order to avoid similar future conflicts, the solution demands, according to Oksanen (2003), that landowners should be clearly included in the process, and that the dialogue and cooperation between the environmental authorities and the public should be improved. In Oksanen's view there is a need to take socio-cultural dimensions into account, alongside economic and ecological considerations when planning and implementing future nature conservation programs (*ibid.*).

The Natura 2000 program was completed in Ostrobothnia in 1998. Because the state party overlooked and miscommunicated with the locals, dissonance between the stakeholders was unavoidable.

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65 This is a network of nature protection areas within the EU based on two directives: the Habitats Directive (European Union, 1992) and the Birds Directive (European Union, 1979, amended Directive 2009/147/EC).

According to Björkell, the environmental authorities later recognised the mistake they had made and realised the need for establishing local affirmation when implementing nature protection measures (Björkell, 2008). During the nomination process of the World Heritage Kvarken Archipelago, a pilot project<sup>66</sup> tested participatory planning, while simultaneously constituting a part of a pre-study aiming to create a World Heritage management plan (Ollqvist & Salomonsson, 2003). After the implementation of Natura 2000 in Ostrobothnia, an Interreg IIB- programme, Kvarken-Mittskandia, started in 1999 and included several nature protection projects. This programme was built on a transnational platform which started in the late 1980s for nature conservation by authorities of the Kvarken area, both in Finland and Sweden. The aim with this transnational cooperation was to examine and develop tools and guidelines for cooperative monitoring, analysis, planning and approaching local stakeholders (Haldin, 2007).

## **3.6. World Heritage tourism and public participation**

### **3.6.1. Introducing tourism to World Heritage**

One of the objectives of this thesis is to study public participation in relation to the World Heritage process, but also to discuss the effects this had on tourism development. The UNESCO World Heritage description involves whole societies, communities and individuals, thus makes public participation essential on all levels and for all stakeholders. Furthermore, the tourism industry cannot be detached from the society as a whole, and therefore the importance of incorporating tourism in several levels of governance, societal practices and research has become a necessity (Saarinen, 2003). All components such as social, economic, ecological and cultural values have to be in balance, in order for a World Heritage area to reach a well-adjusted and sustainable future. According to Saarinen, there is a need to understand "[...] how the limits to growth are set in tourism and how to overcome the perceived shortcomings of sustainable tourism in policy and practice" (Saarinen, 2014, p. 9).

In the WH Convention (UNESCO, 1972) tourism related terminology appears once, namely in article 11.4 where the term 'tourist' is

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<sup>66</sup> This plan describes five goals for the management structure in Kvarken, one of which indicates local public participation in the planning of nature protection areas, management, conservation and use.

mentioned<sup>67</sup>. Although tourism has not been at the heart of the WH Convention and its objectives, the progress of the organisation's policy development show a progressive approach towards becoming a large stakeholder involved in tourism activities. Even though UNESCO promotes World Heritage sites as places to visit, it simultaneously claims the importance of protecting the sites (Bordeau, Gravari-Barbas, & Robinson, 2015; Nicholas, Thapa, & Ko, 2009; Su & Wall 2012). A first step in the direction of linking World Heritage and tourism came with the World Heritage Site Handbook for Managers (ICOMOS, 1993), where the aim called for an equilibrium between conservation and opening the World Heritage sites for tourists; though placing the emphasis on the conservation side (Bordeau et al., 2015). The next phase, introducing the World Heritage Tourism Programme<sup>68</sup> focused basically on property specific projects and the World Heritage tourism management manual (Pedersen, 2002) which indicated the concept of balance between conservation and the tourism industry. The manual mentions the importance of recognising tourism as a significant management issue at both natural and cultural World Heritage sites.

The most recent contribution to the surveillance of tourism as it affects World Heritage sites was the introduction of the World Heritage and Sustainable Tourism program (UNESCO World Heritage Committee, 2012; Nordic World Heritage Foundation, 2014) where tourism is interpreted from a holistic angle and as a strategic tool for development (Bordeau et al., 2015). The programme's mission is stated as to "[...] facilitate the management and development of sustainable tourism at World Heritage properties through fostering increased awareness, capacity and balanced participation of all stakeholders" (UNESCO World Heritage Centre, online, n.p.)<sup>69</sup> and incorporates local communities in conservation and sustainable management of tourism

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67 It is mentioned in relation to the definition of the World Heritage properties that may appear on the list of 'World Heritage in danger': "The Committee shall establish, keep up to date and publish, whenever circumstances shall so require, under title of "List of World Heritage in Danger", a list of the property appearing in the World Heritage List for the conservation of which major operations are necessary and for which assistance has been requested under this Convention. This list shall contain an estimate of the cost of such operations. The list may include only such property forming part of the cultural and natural heritage as is threatened by serious and specific dangers, such as the threat of disappearance caused by accelerated deterioration, large-scale public or private projects or rapid urban or tourist development projects [...]. [The word 'tourist' is highlighted by author].

68 Retrieved from: [http://portal.unesco.org/culture/en/files/11952/10619170443Tourism\\_Programme.pdf/Tourism %2BProgramme.pdf](http://portal.unesco.org/culture/en/files/11952/10619170443Tourism_Programme.pdf/Tourism%2BProgramme.pdf), accessed 8 September 2016

69 Retrieved from: <http://whc.unesco.org/uploads/activities/documents/activity-669-7.pdf>, accessed 20 August 2016.



(ibid., point 20.d). Simultaneously, visitors are integrated in education and expected to show responsible behaviour at the World Heritage sites (ibid., point 20.f). Tourism is at the present perceived by UNESCO as a “[...] phenomenon that cuts across many policy sectors within the remit of UNESCO” (Bordeau et al., 2015, p. 14).

### **3.6.2. Locals’ and visitors’ participation in World Heritage tourism**

World Heritage tourism *per se* can be described from several points of departure. It may, for example, be defined by *location* and the tourism activities framed within World Heritage sites or by the *subject* and the individuals performing tourism activities while experiencing World Heritage sites worldwide. A significant everyday connection to a World Heritage site is the one between local people and tourists. The local World Heritage citizens, as I choose to call the inhabitants within a World Heritage site, both receive a hands-on impact from visitors and are, at the same time, ‘keepers’ and marketers of their own area. In terms of tourism development, the goodwill of the locals is essential since residents may affect and direct the tourism course of development (Aas, Ladkin, & Fletcher, 2005; Pedersen, 2010; Tosun, 1999).

The World Heritage tourism management manual presents guidelines for stakeholders in tourism management and Pedersen claims that “[...] any sustainable tourism programme must work in concert with stakeholders, or interested parties, including government agencies, conservation and other non-governmental organisations, developers and local communities. Their participation in the planning and management process is of paramount importance” (Pedersen, 2002, p. 38). Several proposals promoting local public participation in these processes are mentioned, for example, public participation as a way of saving time and money, stakeholder involvement resulting in information about and identification of local conditions, and, non-participation causing misunderstanding of stakeholders’ positions and triggering delay in, or even blocking projects (Pedersen, 2002). According to Pedersen (ibid.), the tourism industry should aim at helping the hosting communities of visitors and offering means for local preservation of heritage and cultural practices.

Saarinen presents an overview of three traditions of sustainable tourism where the division between cause, activity and stakeholders are exemplified; resource-, activity- and community-based tradition (Saarinen, 2014, ibid., pp. 4-6). The first example emphasises the

resources used in tourism, and the need of protecting both natural and socio-cultural environments, whereas the second reflects the need for resources in order to maintain the invested economic assets in tourism development. The third example, community-based tradition, aims according to Saarinen at a “[...] balance between tourism industry and different stakeholders, especially local communities, by emphasizing local involvement, control and empowerment in tourism development” (ibid., p. 9). Even though Saarinen discusses the essence of sustainability in tourism the importance of local public participation in sustainable tourism development is evident in his argument.

Following MacCannell’s Attraction theory (MacCannell, 1976; Article I) where the author positions local communities as essential in the creation of an attraction, authors claim that community participation plays a significant role in developing World Heritage tourism (Nicholas et al., 2009; Rasoolimanesh & Jafaar, 2016; Svets, 2015). If locals are left out of World Heritage decision-making processes *vis-à-vis* tourism development, it will affect future expansion and become a crucial factor for the sustainable development of local areas (Pedersen, 2002). Rasoolimanesh and Jafaar (2016) show that the locals in World Heritage sites tend to be likely to both ‘elevate’ the tourism area and to ‘upset’ the tourism management, planning and achieved level of tourism attraction depending on whether their local aspirations are foreseen or dismissed. In the context of tourism planning, there are varying levels of community involvement, ranging from public participation in decision-making to involvement in economic activities (ibid., p. 8). The study shows a local desire to participate in tourism related matters and in conservation programmes as a way to increase benefits available for local communities. Rasoolimanesh and Jafaar state that “[...] in addition, the findings in relation to the factors influencing community participation reveal the importance of ability (as a function of awareness and knowledge) and motivation (as related to perceptions and interest) in compelling rural residents toward involvement in economic activities as compared to participating in the executive-level decision-making” (Rasoolimanesh & Jafaar, 2016, p. 8).

The visitors’ perspective is slightly different from the view of communities and permanent locals when studying public participation in tourism. Visitors, as the term indicates, are not exposed to situations and societal challenges linked to local conditions on a permanent basis. Visitors tend to have acted as mere spectators at World Heritage sites; however, involvement in selection of new heritages and activities such

as interpretation and communication of heritage sites are suggested in the interest of developing the public participation discourse in tourism and at the same time World Heritage sites *per se* (Nayak & Luger, 2016). The UN/WTO distinguish two categories of visitors: "Tourists, who must stay one or more nights in the place visited, and same-day visitors, comprising visitors who visit a place for less than one night" (United Nations and World Tourism Organisation, 1994). Activities and outcomes may differ, for example the locally generated profits, depending on which category of visitors is studied. Furthermore, some activities include similar performances for locals and visitors, for example education within and about the World Heritage site being one.

Educational travel is closely related to the UNESCO understanding of sustainable tourism referring World Heritages sites as so called 'learning places' (Burek & Davies, 1994; Merkel, 2002). The early forms of educational travel started with the Grand Tours in 17th century and has over time embraced larger groups of educational travellers, owing the expansion of development in media, internet and communication technologies (Brodsky-Porges, 1981; Falk et al., 2012). Some forms of educational travel are closely aimed at educating the visitor; two examples are scientific and volunteer tourism (voluntourism), both of which are interactive in character and present in the World Heritage Kvarken Archipelago. Educational tours can, furthermore, be considered alternative tourism niches (Callanan & Thomas, 2005; Hall & Saarinen, 2010).

The first example, scientific tourism can, according to Bournalon and Torres, be categorised as part of any of the following niches; ecotourism, voluntourism, adventure and/or nature based tourism, where the "[...] traveller becomes an actor of his tourism experience and not just a consumer" (Bournalon & Torres, 2016, n.p.)<sup>70</sup>. The tourist is perceived to consume an experience in that the destination is particularly chosen and where the visitor requests specific services to meet his expectations (Holbrook & Hirschman, 1982). This type of tourism has the potential to develop new productive systems based on

local cultural values and identities, ecological assets, and on science and technology accumulated by local actors (Bournalon & Torres, 2016, n.p.). The second example, voluntourism, aims at development or at

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<sup>70</sup> Retrieved from: <https://labexitem.hypotheses.org/177>, accessed 26 August 2016.

conservation-oriented activities improving host communities (Conran, 2011; Sin, Oakes, & Mostafanezhad, 2015). This phenomenon can be perceived in both cultural and natural World Heritage sites (Nicholas et al., 2009; Su & Wall, 2012). Voluntourism can be described as an activity done by tourists (visitors) assisting social and environmental support in marginalised communities (Wearing, 2001). Voluntourism can, however, lead to "[...] exploitation and power disparities, which may infringe on the freedoms and values of local groups" (Van Zyl, Inversini, & Rega, 2015, p. 334).

### **3.6.3. Closing remarks on public participation in World Heritage tourism**

Tourism, understood as the phenomena where locals meet visitors and living milieus are re-constructed into destinations, is now penetrating all levels of the society (Bordeau et al, 2015; Saarinen, 2003). In order for rural communities to exist in the changing world where rural, uninhabited areas increase and urban clusters merge, the importance of benefiting from tourism becomes one lifeline for involved communities (Andersson, 2007). When given the opportunity, local communities in the past have shown an ability to sustain a balanced local development, and will no doubt, continue with this essential task if empowered by authorities and local regimes. Locals regard involvement in tourism as an essential part of social and economic development, thus the future will bring even more interactions of different kinds with visitors within World Heritage sites.

Evolvment of public participation in World Heritage tourism has according to Nayak and Luger improved (2016, p. 316): "[...] with the advent of social media, a 'culture of participation' has now been introduced into the heritage space". Interaction has become useful when considering planning, assessment and change affected by the visitors. One example is the cooperation between the World Heritage Centre and the commercial operator TripAdvisor which intends to involve the visitors in monitoring the World Heritage sites (Bordeau et al., 2015). Assessments can be perceived as part of the sustainable future within all categories of World Heritage sites. Public participation in the guarding of recreational landscapes thus becomes an integral component in the equation considering the locals' historical role as caretakers (Council of Europe, 2000).

### 3.7. Transnational learning

Evaluation, assessment and learning are important factors in tourism as well as within public participation processes. Many academic researchers define the essence and base of participation in collaborative learning (Finger-Stich & Finger, 2003; Tomićević et al., 2012). Collaborative learning can be described as a process or situation in which two or more persons learn, or attempt to learn, something together. Public participation can therefore have an outcome on learning, but learning can also have an impact on participation. Alongside the point of collaborative learning, public participation concerns furthermore the ability to influence decision-making processes and communicative actions. Public participation is also claimed to be an important element in social learning as it enhances the learning process of all those involved, including participants, specialists, decision makers, and wider institutions (Florin & Wandersman, 1984).

Learning from results and having them institutionalised are likewise important: "Theorists suggest that organisational learning goes beyond the learning of individuals, so that agencies develop an institutional memory" (Dietz & Stern (Eds.), 2008, pp. 106–107). Objectives of public participation may include increased awareness of issues and mutual recognition of interests, gathered information and enhanced knowledge, stimulated involvement in decision making and/or in implementation processes. It also embraces enhanced acceptance of policies, plans and operations, increased transparency and accountability of decision making and identification and management of conflicts and problems together, in a fair and equitable way (Enggrob Boon, 1999)<sup>71</sup>. The course of learning should, however, be managed and facilitated in an independent, unbiased and cost-effective way (Chilvers, 2008).

According to Mariussen (Mariussen, 2013, p. 19), transnational learning refers to "[...] a process where the relation between this 'complex social order' [saying coined by Jessop, 2008, p. 78, author's remark], which is the context of societies with states, and the shared stocks of knowledge inside the society of the state, are explored"<sup>72</sup>. The structures describe different varieties of a globalised world (Mariussen, p. 20) exemplified

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71 Enggrob Boon outlines objectives in forest management that can be applied in a more general way.

72 Various theories used in transnational learning research are theories of national system formation, National business system theory, Reflexive modernization theory, Post-Fordism, Post-modernism, Learning through monitoring, theories of transnational communities, Actor Networks (ANT) (Mariussen, 2013, p. 20).

as 'hard' globalisation, multi-level governance, transnational and inter-regional horizontal cooperation and 'soft' globalisation. In this thesis the World Heritage concept is referred to as an example of 'soft' globalisation where transnational interaction aims to solve problems which are exceedingly large for nations, by forming transnational institutions and communities (ibid.). Causes connected to 'soft' globalisation are often related to "[...] common global 'properties of humanity' such as climate, nature and global resources" (ibid., p. 35). One example of a complex 'soft' institution is the UNESCO World Heritage concept, its legislation, policies and programs (ibid., p. 37). Transnational learning also presents a possibility of providing a platform for capacity building and collaborative learning (Mariussen & Virkkala (Eds.), 2013).

The theoretical frame for transnational learning, referred to above and in Article II, is based on Japanese organisational research by Nonaka and Takeuchi (1995, 2008), creating the SECI model and the 'ba' concept. SECI is an abbreviation from socialisation, externalisation, combination and internalisation. *Socialisation* represents the originating 'ba' or shared tacit 'know-how'. *Externalisation* means the dialoguing/interacting 'ba' or shared tacit 'know-what', the *combination* a systemising 'ba' or shared explicit 'know-why', and *internalisation* the exercising 'ba' or authorised explicit 'know-who'. Within the transnational learning context, the learning process begins with 'old' know-how at the socialization point and ends through a feedback loop at the point of departure with accumulated 'new' know-how. This process is further to be sustained in a continuing helix (Mariussen, 2013). The 'ba', described as a 'shared space of engagement', contributes to a dialectic development process, giving existing forms of understanding new challenges and perspectives. It is composed by groups of people, having different forms of knowledge and creating new forms of knowledge. This process enables knowledge creation through interaction and involvement of individuals, groups and networks (Nonaka & Konno, 1998).

In the SECI model learning and the diffusion of tacit knowledge is a key element for knowledge development. Knowledge creation through transnational learning is an outcome of different procedures of interaction: physical, virtual or mental, or even a combination of these types, positioned within the 'ba' (Mariussen & Virkkala (Eds.), 2013). The transnational way of learning is a way to spread information to a broader audience and to involve locals in matters that concern them, rather than in issues that authorities and 'outsiders'

perceive as important and interesting when imposing their views on the interest groups on grass-root level (ibid.). Transnational learning as related to participatory decision-making processes is a process of shared knowledge across borders to improve existing practices from a multitude of perspectives. As the local communities become active stakeholders their know-how is valued from not only a historical point of view but also from a practical one. The unique environment that local communities are accustomed of dealing with on a daily, monthly, and yearly basis provides a rich bank of knowledge that can be disseminated amongst the other communities that are linked to the World Heritage site but separated by national boundaries. However, this transnational learning opportunity can be spread and served as a 'value-adder' to UNESCO in general and as possible solutions for other natural and cultural resource management issues in the global network of heritage sites (Enggrob Boon, 1999). The collaborative learning process generates creative and innovative ways to approach a challenge and yet does not reject the local communities' perspectives which are considered traditional knowledge and have significant value in terms of the essence of 'World Heritage' and 'institutional memory' (Dietz & Stern (Eds.), 2008, pp. 106–107).

In this chapter the four overarching central concepts guiding the thesis have been introduced: the UNESCO World Heritage concept on international, national and local levels, public participation within World Heritage multi-level governance structures, the impact of tourism in World Heritage sites and finally, the transnational learning concept.

## **4. Methods and material**

### **4.1. An overview of methods, material and theories**

In this chapter, I will present the methods and material used in the thesis. The work is both person and process centred as it focuses on participants (stakeholders and institutions) as well as on procedures originated in a World Heritage pre- and post-designation context. Methods and material, together with an overview of theories used are schematically presented in Table 7, on the opposite page.

### **4.2. The author's methodological research position**

The research methods in this thesis have 'lived' and altered during the working process. The layout of the dissertation changed from a planned monograph written in Swedish to an article-based thesis in English, thus the theoretical emphasis and the methods used have changed. The overall scientific focus was altered from a rural development perspective on the consumption countryside to a study with a natural resource governance angle. When I started my PhD analysis of the World Heritage Kvarken Archipelago in 2013, my point of departure was to examine World Heritage governance, including the scope of natural resource management. I observed these two concepts to be of importance in the Kvarken area and since they were unexplored, yet problematic, the area opened up as an interesting and meaningful research objective. Moreover, I observed the expanding tourism situation in Kvarken, closely linked to my previous research of new rural goods and services in the same area (Svels, 2011b). However, the fundamental challenge for the communities and the local development was their relation to the nature protection forces and the demands created by this correlation.

Furthermore, when studying the World Heritage idea, knowledge became a central theme; the process of transnational learning appeared as a central issue taking into consideration the concept of knowledge represented by UNESCO and its combination with the local inherited knowledge signifying the World Heritage citizens in Kvarken. Within my research network I was privileged to have colleagues interested in the same interdisciplinary research on the UNESCO World Heritage concept, rural and nature based tourism, natural resource governance and local public participation. The significance of transnational learning



**Table 7.** Overview of methods, material and theoretical base

<p><i>World Heritage Governance and Tourism Development: A study of public participation and contested ambitions in the World Heritage Kvarken Archipelago</i></p>		
	Methods and Material	Theories
<b>Article I</b>		
Svels, K. (2011a). MacCannell revisited in Kvarken Archipelago, Finland, <i>Journal of Tourism and Cultural Change</i> , volume 9, Number 3, 259-269.	Participating observation, text analysis, questionnaire; secondary research material	Attraction Theory (MacCannell, 1976)
<b>Article II</b>		
George, E.W., & Svels, K. (2013). Learning Transnational Learning: A Trans-Atlantic Perspective in Å. Mariussen & S. Virkkala (Eds.), <i>Learning by Transnational Learning</i> , 326-342.	Participating observation, interviews, questionnaire; primary and secondary research material	Transnational learning theory, SECI process (Nonaka and Takeuchi, 1995, 2008), public participation theories
<b>Article III</b>		
Svels, K. (2015). World Heritage, Tourism and Community Involvement: A Comparative Study of the High Coast (Sweden) and Kvarken Archipelago (Finland), <i>Scandinavian Journal of Hospitality and Tourism</i> , Vol. 15, No. 1-2, 1-19.	Participating observation, elements in action-research, interviews, questionnaire; primary and secondary research material	Community theories, tourism development theories, public participation theories
<b>Article IV</b>		
Svels, K., & Sande, A. (2016). Solving landscape related conflicts through transnational learning? The case of transboundary Nordic World Heritage sites, <i>Landscape Research</i> , 41:5, 524-537.	Participating observation, elements in action-research, interviews; primary and secondary research material	Governance, transboundary-governance and co-management theories, transnational learning theories, public participation theories

motivated my colleagues and I to 'cross borders' and investigate the concept in practice for ourselves. Public participation, as mentioned in the introduction, is still the overarching theoretical concept in this thesis and public participation is interwoven in all articles including the opening texts.

The entire research process has been exploratory, open and flexible and I have not felt myself strictly bound by the formally set research plan. This has in my case been an advantage since the situation in the World Heritage Kvarken Archipelago and its structures have been evolving parallel with the research process. I have taken the opportunity to learn and work with several research methods. The data collection methods for the four articles comprise a triangulation of quantitative questionnaire surveys and qualitative research such as interviews, participative observation, elements of action research, and content analysis. The challenge with this extensive and open approach is that as it broadens the research perspectives and that it imposes challenges regarding the overall presentation. The theoretical depth may suffer from the numerous points of departure in the empirical approach, which furthermore, are reproduced in the results. I now understand the difficulties and challenges with compiling an article based thesis composed of interdisciplinary studies and diverging empirical methods, while working in an exploratory manner.

## Article 1

Article I is based on qualitative methods being participating observation and interviews, and on sequences of a quantitative survey and on document analysis. The observational research method attempts to see events through the eyes of the people being studied. In contemporary observation-based studies, social researchers show a progressive inclination to develop a membership identity in the communities studied. It is, however, acknowledged that ethnographic truth is not achievable and that the subjects may become collaborators in the studies (Denzin & Lincoln (Eds.), 2005). Observation can be divided into spontaneous and systematic observations. During the PhD work, my empirical research has taken form of spontaneous participatory observations. The first involvement was as project-worker within the transnational educational programme *Världsarv i samverkan (VIS)*<sup>73</sup> in

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73 World Heritage sites in cooperation [author's translation].

2007. This was a pre-study to the following transnational VIS projects during 2009–2014.

While taking part of the official transnational World Heritage context I participated in work-shops and officially organised meetings where issues on education, tourism, service development and general visions for the World Heritage site were discussed. I participated as project-leader and not as a researcher, which was made clear for the other participants. The purpose of the work-shops for the organisers (Kvarken Council, Metsähallitus and County Administrative Board of Västernorrland) was mainly to establish a platform for World Heritage development. The participants were mostly the same persons throughout the process representing municipalities and authorities within the World Heritage site; at a few occasions, both educators and locals were represented. I actively participated in the discussions and documented the views of other participants' by taking notes and by using a digital camera at the meetings. Valuable information and a basic understanding of the World Heritage concept, its meaning and importance, both globally, regionally and for local World Heritage communities and citizens, was obtained while establishing an appreciated network of practitioners, authorities and other World Heritage stakeholders.

During the time I was working on the transnational report *Världsarv i samverkan? Förvaltningsutredning 2010. Världsarvet Höga Kusten/Kvarkens skärgård*<sup>74</sup> (Svels, 2010) for the Kvarken Council in 2009, I had the opportunity to use a quantitative questionnaire study in combination with qualitative interviews. The term 'survey' means, as defined in the Cambridge Dictionary<sup>75</sup>, examination of opinions and behaviour made by asking people questions. Survey research is a research method involving the use of standardised questionnaires or interviews to collect data about people, their preferences, thoughts, and behaviours in a systematic manner (Bhattacharjee, 2012). There are many forms of quantitative surveys: mail-out questionnaires, Internet based surveys, face-to-face and telephone interviews (Descombe, 2012).

Furthermore, interviewing is a form of qualitative method where the purpose is to understand and follow humans and their activities. It includes a variety of forms and a multiplicity of uses: structured and

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74 World Heritages in Cooperation? Management Report 2010. World Heritage High Coast/Kvarken Archipelago [author's translation].

75 <http://dictionary.cambridge.org/dictionary/english/survey>

unstructured interviewing or a combination of the two, individual and group face-to-face verbal interchange, as well as telephone surveys. The evolution of interview methods is changing and “[...] the focus of interviewing is moving to encompass the *hows* of people’s lives (the constructive work involved in producing order in everyday life) as well as the traditional *whats* (the activities of everyday life)” (Denzin & Lincoln (Eds.), 2005, p. 698).

Although the objective for the report was to examine in depth the World Heritage governance system and the transnational cooperation, tourism was a natural part of the discussions. The first part of the Kvarken Council report (2010) was based on individual semi-structured interviews where the respondents were purposely-picked based on their official position within the World Heritage High Coast/Kvarken Archipelago management; 12 persons in Finland<sup>76</sup> and 13 persons in Sweden<sup>77</sup>. The interviews were documented by using voice recording and analysed after transcription (see respondents and the interview guide in Appendix 8).

As the second part of the Kvarken Council study a quantitative survey was carried out (2010). The Kvarken report was comprised of an Internet based survey with a questionnaire consisting of both structured and un-structured questions<sup>78</sup> of immediate interest for Article I. The respondents, in total 118 persons, 60 in Finland and 58 in Sweden were chosen on the basis of their official appointments in the World Heritage governance structure. In Finland the entire World Heritage Steering

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76 Metsähallitus in Ostrobothnia, ELY, Council of Ostrobothnia, municipality representatives in Korsnäs, Malax, Vaasa, Korsholm and Vörå

77 County Administrative Board of Västernorrland, representatives from the municipalities Kramfors and Örnsköldsvik, the Swedish National Heritage Board, and the Swedish Environmental Protection Agency.

78 The following questions are related to tourist destination development in the World Heritage: 36) To what degree do you consider the World Heritage a tourist destination?, 37) Do you believe that tourism development within the World Heritage should be incorporated into the management plan?, 38) Mention three measures how the World Heritage could develop into a tourist destination, 39) Which appropriate authority should inform the public of the World Heritage, 40) Which appropriate authority should be responsible for the marketing of the World Heritage, 41) What measures should be taken to give visibility to World Heritage issues in the media?, 42) Do we need certified World Heritage guides? Who/which entity should educate the World Heritage guides?, \*Open question) If you have any other views on destination building in the World Heritage, please state them here, 45) Position the World Heritage according to Klas Sandell’s the Conceptual framework of eco-strategies (Sandell, 2007).

Committee with working groups was incorporated<sup>79</sup>. In Sweden, with a more dispersed World Heritage governance structure, authorities, municipalities and local stakeholders were approached<sup>80</sup> (see Appendix 8). The data was analysed (frequency analysis) by using SPSS and thematically interpreted and evaluated.

A content analysis was the fourth method used in this study. Content analysis is a method which helps the researcher to analyse structures of meaning within documents. The use of documentation can be easily accessible data as well as a cost effective method for data collection often analysing secondary material (Denscombe, 2012). The material analysed in the study was mainly of secondary character and obtained from the Kvarken Council's archives; tourism policies and project related material, together with daily media material and locally produced touristic material. Minutes of the Kvarken Steering Committee, the Secretariat and the marketing group were examined. The material was analysed through clustering documents according to the structures in MacCannell's Attraction theory (MacCannell, 1976).

## Article II

The book chapter on World Heritage and transnational learning was the outcome of my collaboration with Professor Wanda E. George from Mount Saint Vincent University in Halifax, Canada. Our liaison was established as a result of the United Nations University Twinning and Networking (UNITWIN) World Heritage conference in Quebec City, Canada, 2010. Although we never physically connected in Quebec, a dialog between Professor George and I was conducted on-line through email correspondence and Skype, and has since continued during the intervening years. We found a personal interest platform in rural tourism research incorporating local level perception of World Heritage designations and the possible tourism effects therein. Our common interest also entailed the World Heritage Tourism Research Network (WHTRN) established in Canada and maintained by Professor George.

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79 There were 48 respondents from World Heritage Steering Committee, 2 respondents from the land-use working-group, 6 respondents from the marketing working-group and 4 respondents from the working-group for information, service and infrastructure.

80 There were 11 respondents from Kramfors municipality, 20 respondents from Örnsköldsvik municipality, 10 respondents from the County Administrative Board of Västernorrland, 1 respondent from the Swedish Environmental Protection Agency, 1 respondent from the Swedish Forest Agency and 15 respondents specified as 'Others'.

We initiated a comparative study on the World Heritage Old Town Lunenburg and the World Heritage High Coast/Kvarken Archipelago and carried out fieldwork in both Kvarken Archipelago and in the High Coast in 2011. The collected material was in the form of qualitative structured and spontaneous, face-to-face focus group interviews (see Appendix 10) and document analysis. The interview respondents were both purposely-picked and chosen based on the snowball technique. Spontaneous interviews were pursued during data collection within the World Heritage sites, for example at the local supermarkets, post offices, in the centre of local villages, at attraction sites and 'on the run', for example, on local ferries.

All interviews, except a few impulsive encounters, were voice recorded, transcribed and the interview situations were documented through digital photography. The empirical results obtained were used in the article as a base for presenting the value of local knowledge and public participation. The results were presented at two international academic World Heritage conferences; in Vaasa 2011 and in Quebec 2012. In Vaasa an open public forum with invited World Heritage stakeholders was organised at the academic World Heritage Conference WHILD<sup>81</sup>, and as a result of the conference, we were invited to contribute to an anthology on *Transnational Learning* edited by Åge Mariussen and Seija Virkkala at the Botnia Atlantica Institute and the University of Vaasa, Finland.

### Article III

Similar to the previous book chapter, the third article is connected to the collaboration with Professor George. At an early stage of my PhD studies, previous to having met Professor George, I decided to study the locals' perception of World Heritage designation in Kvarken. It was in many ways fortunate that Professor George's and my path collided as she had completed a similar study of the World Heritage Lunenburg, Canada, some years earlier (George, 2006). With the purpose of enlarging the study, the empirical work on the High Coast and Kvarken Archipelago was accomplished by a similar quantitative survey tool (see Appendix 9) in line with the Lunenburg study. This provided us opportunities for a future comparative, transnational study of several World Heritage

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81 The WHILD Vaasa 2011 conference, with the theme *Future of the World Heritage Convention – a Nordic perspective*, was the second consecutive Nordic academic World Heritage conference after the WHILD Falun 2009 themed *The Significance of World Heritage: Origins, Management, Consequences* (Jansson, 2013).

sites and established the groundwork for repeated studies in order to detect changes in the locals' perception of World Heritage designation, tourism and regional development in the High Coast and Kvarken. The questionnaire study was completed through a self-administered mail survey, which is a research instrument consisting of a set of questions intended to capture responses from respondents in a standardised manner (Bhattacharjee, 2012, p. 74).

The data obtained was used as an empirical base for analysis, depicting local people's perception of World Heritage designation, regional development and tourism impact. The questionnaire (see Appendix 9) consisted of both structured and unstructured questions. The majority of the questions were structured with a Likert scale interval-level response options. The unstructured questions turned out to be significantly informative, as discussed in Articles III and IV. The mail-survey provided the possibility to reach the same number of respondents in the High Coast and in Kvarken. The respondents returned the questionnaire in pre-paid envelopes and the data was analysed with the software program SPSS, thematically clustered and interpreted. In the analysis of the open-ended questions, spontaneous interviews in both the High Coast and Kvarken served as basis for comparison to the quantitative results.

## **Article IV**

The fourth article was co-produced together with Professor Allan Sande at the University of Nordland in Bodø, Norway. The article is a result of both authors' previous work and experience of transnational World Heritage governance in the Nordic countries. Professor Sande and I had met in person four times between 2010 and 2013 at World Heritage conferences in Visby 2010, Vaasa 2011, Sogndal 2012 and Oslo 2013. We were during the time of the article production in telephone and email contact. Throughout the writing process, I actively participated on several occasions in practices, both in shorter meetings and work-shops and in longer projects<sup>82</sup>, with elements from what I in the article call action research.

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82 Two of the longer projects I was engaged in were; first, the High Coast governance project (2011–2013) administered by the Swedish University of Agriculture and their Unit for Rural Development (SLU, Avdelningen för landsbygdsutveckling, Stad och Land). The research aimed to re-organise the High Coast World Heritage governance structure and the project took the form of work-shops, meetings and a report based on the empirical material. Second, I was consulting the County Administrative Board in Västernorrland during the production of the World Heritage High Coast's management plan (August–December, 2013).

The action-research method is used when the researcher aims at a change in organisational behaviour. There are many forms of action research but the common denominator is the research process: “[...] *planning* a change, *acting* and *observing* the process and consequences of the change, *reflecting* on these processes and consequences, *re-planning*, *acting* and *observing* again, *reflecting* again, and so on...” (Denzin & Lincoln (Eds.), 2005, p. 563). I have understood afterwards that during the empirical data collecting processes I was more closely engaged in participating research and observation, rather than in proper action research as described in Article IV. More likely, the following description describes in a better way the research method: shared ownership of research projects, community-based analysis of social problems, and an orientation toward community action describes participatory research (Denzin & Lincoln (Eds.), 2005).

The research process for the article began with a planning process with the aim to present the essential challenges of transnational heritage governance and to exemplify the situation with the existing and potential Nordic transnational World Heritage sites in Norway, Sweden and Finland. In the course of time each author expressed their view on the topic and produced texts based on their empirical material and expertise. After a rejection from the first journal submitted to, the research focus was changed to transnational learning within Nordic transboundary World Heritage sites. The main contributor to this topic was Sveld, as Sande at the time was taken ill.



### 4.3. A further account of primary and secondary research material

The material used for interpretation and content analysis is further presented below and contains both primary and secondary material. The primary research material used was obtained during the empirical data collection (in chronological order) during the following research phases: for my vocational teacher's thesis in tourism (Svels, 2007) *UNESCO:s världsnaturarv Kvarken skärgård - En pedagogisk inblick*<sup>83</sup>; my Master's thesis (2008) *Världsarvet Kvarkens skärgård - ett socialt skapat rum*<sup>84</sup>; and, for my Licentiate thesis (2011) *Världsarv, landsbygdsomvandling och turism - stenar som ruralt kapital*<sup>85</sup>.

All minutes obtained from the Kvarken Council on the World Heritage pre-designation process were used and analysed, as were all minutes from the Kvarken Steering Committee (2006–2015), the Secretariat for the Kvarken Steering Group (2007–2015) and the Consulting Committee (2012–2015). The majority of the official World Heritage minutes have been available on [www.kvarken.fi](http://www.kvarken.fi). Some minutes and additional memorandum have been mailed on request from the Metsähallitus office and by the former nomination project employees Leena Rinkineva-Kantola and Susanna Lindeman (previously Ollqvist). Secondary material from the Kvarken Council archives includes documentation on projects, policies and other printed material of transnational cooperation within tourism, nature protection and education.

Secondary research material has also been obtained from official UNESCO World Heritage sources and from the Internet, primarily from the World Heritage Centre's website [www.whc.unesco.org](http://www.whc.unesco.org), which provides the official World Heritage information both regarding World Heritage policy, the World Heritage List and sites, World Heritage programmes, documentation and statistics. National and international statistics, government information and two highly relevant websites, [www.kvarken.fi](http://www.kvarken.fi) and [www.varldsarvethogakusten.se](http://www.varldsarvethogakusten.se), were additionally important sources of material. During my own personal 'three thesis periods' (2007–2011), material from local newspapers Vasabladet and Pohjalainen was primarily used for my Master's and

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83 UNESCO World Heritage Kvarken Archipelago - A Pedagogical Insight [author's translation].

84 The World Heritage Kvarken Archipelago - A Socially Constructed Space [author's translation].

85 World Heritage, Rural Reconstruction and Tourism - Stones as Rural Capital [author's translation].

Licentiate theses but the content has been followed up for the purpose of the doctoral thesis. I have been following national media in Sweden, in particularly the High Coast local newspapers *Allehanda* and *Tidningen Ångermanland*. Academic literature on World Heritage sites, doctoral theses in geography, cultural geography, human geography, political science and anthropology, as well as popular science and locally written literature, for example history and geography has supported my learning process. An informal content analysis method of reading and re-reading (Denzin & Lincoln (Eds.), 2005, p. 870) was used when analysing the Finnish National World Heritage strategy *Our Common Heritage*, the Korsholm's *World Heritage strategy* and the *Management and Development Plan of the World Heritage Kvarken Archipelago* in the introduction.

While teaching tourism at Vaasa Vocational Institute in 2004–2006, I frequently used the rich rural local context of the Ostrobothnian coast as a classroom and projection board in my teaching. This form of didactics can be described as formation of secondary experimental data and an eye-opener for local situations and challenges. Secondary material was collected during study trips to several World Heritage sites with special focus on transboundary and geological sites, for example, to the natural World Heritage site West Norwegian Fjords - Geirangerfjord and Nærøyfjord, the geological World Heritage site Joggins Fossil Cliffs in Canada, the transboundary World Heritage site Waddensee belonging to Denmark, Germany and the Netherlands, and the Icelandic World Heritage site Þingvellir. Þingvellir is neither a transboundary nor a natural or geological site, but the objective of the visit was to experience a large nature area inhabited by locals and exposed to World Heritage tourism. The purpose of the study visits has been to experience and engage in transnational learning while gaining and sharing experiences from different World Heritage governance systems and views on tourism, as a consequence of the World Heritage designation.

## 5. Summary of Articles I–IV

The aim in this chapter is to summarise the four articles and to present the main findings of each article. The summary serves as a connecting platform between the three research objectives presented in Chapter 1, the theoretical concept of public participation in Chapter 2 and the forthcoming discussion in Chapter 6. In order to understand the linkage between the aforementioned chapters, a *highlighted dimension of public participation* is interwoven in the summary of each article. These dimensions guide the discussion of public participation and contested ambitions within the World Heritage Kvarken Archipelago forward. The dimensions are:

- Article I    **How does describing values of attraction by using MacCannell's 'Attraction Theory' touch the idea of 'public participation'?**
- Article II   **How is 'public participation' noticed within the SECI knowledge concept when applied to the World Heritage Kvarken Archipelago?**
- Article III   **How do local communities in the World Heritage High Coast/Kvarken Archipelago perceive their possibilities to participate in the creation and development of a World Heritage site?**
- Article IV   **In what way does transnational learning affect public participation in the Nordic World Heritage sites?**

The studies have been accomplished with a special focus on the Finnish side of the transboundary World Heritage site High Coast/Kvarken Archipelago, on its attraction level as a tourism receiving area and on its regional development potential. The four articles were all planned and written separately. The width of the themes and empirical spread were created in order to cover a wider perspective of discourses representing the World Heritage Kvarken Archipelago.

Article I, examines the level of touristic attraction power for a fairly unknown region from a touristic point of view. Article II, introduces the concept of transnational learning and creates a base for local public participation throughout the World Heritage governance structure. Article III, furthermore, discusses new levels of competence created through local public participation in the World Heritage governance in Kvarken, whereas Article IV relates to World Heritage governance, public participation and transnational learning in a Nordic transboundary context. Article I was published in 2011, the same year as I defended my Licentiate's thesis (Svels, 2011b) and Article IV in 2016.

## 5.1. Article I

Svels, K. (2011). MacCannell revisited in Kvarken Archipelago, Finland, *Journal of Tourism and Cultural Change*, volume 9, No. 3, September 2011, 259-269<sup>86 87</sup>

**Keywords:** *tourism imaginary, coastal tourism, attraction theory, World Heritage, Finland, Kvarken Archipelago*

Inspired by Dean MacCannell's Attraction Theory (1976), the first article examines an archipelago area with no previous history of being a tourist destination, and where ambitions for development increased with the nomination to World Heritage status in the late 1990s. As the first World Heritage in Finland based on natural merits, the Kvarken Archipelago was listed as a UNESCO World Heritage site in 2006. At that time mostly authorities and regional actors were interested in the development; however, interest from the municipality side grew as the designation approached.

The research questions are:

- How can MacCannell's Attraction Theory be used for analysing the construction of a new World Heritage site?
- Which status does the World Heritage Kvarken Archipelago depict as a tourist attraction and can it be a reason for a visit?
- Is there a future for an inhabited World Heritage site in an 'unknown' area near the polar circle where World Heritage actors try to provide a positive impact for regional development by using the World Heritage concept?

To answer the first question, MacCannell's Attraction Theory affirmatively provides a basis for tourism evaluation of a World Heritage site. It also supports the understanding of the World Heritage construction process and its impact on local tourism derived thereof. It puts the local communities into focus, stressing the importance of history and traditions. Stones and geological formations have over the centuries

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<sup>86</sup> DOI:10.1080/14766825.2011.620124

<sup>87</sup> A correction to Article 1, p. 260: "Table 1. Tourism in the national economy as in the Nordic Innovation Centre report (2008)", puts emphasises on tourism in the national economy rather than on international tourism arrivals as the text explains: "The OECD countries attract 60% of international tourism arrivals, whereas the Nordic countries share of this proportion is only 2% as shown in Table 1 (Nordic Innovation Centre, 2008, p. 4)".

transformed into rural assets both for the locals and other stakeholders in Kvarken (Svels, 2011b). MacCannell positions the importance of local public participation within tourism activities: "Tourism is not just an aggregate of merely commercial activities; it is also an ideological framing of history, nature and tradition; a framing that has the power to reshape culture and nature to its own needs" (MacCannell, 1976, p. 1).

The answer to the second question indicates that Kvarken still possesses unexplored potential to be developed in order for the World Heritage site to become an attraction, in line with MacCannell's theory. All five levels of site sacralisation may not empirically be met, and therefore the World Heritage Kvarken Archipelago cannot holistically be defined an 'attraction' according to MacCannell's theory (1976) when the site was analysed in 2011. The future in tourism development, as connected to the third research question, is hard to predict, for several reasons. The analysis shows that the source for current visitor numbers is based on unreliable statistics: the numbers are presented by the authorities and the actors show ambivalent views towards tourism development by presenting divergent statistics. In addition, the locals feel over-protected and actors endorsing tourism development are divided over the mission of how to advance the expansion of regional tourism. The third research question provides a point of departure for further research.

***How does describing values of attraction by using MacCannell's 'Attraction Theory' touch the idea of 'public participation'?***

By studying the World Heritage site in terms of establishing a potential tourist attraction and further in representing a natural resource, values other than economic standards have been revealed as important: for example, the history of the locals, local knowledge and public participation in local protection and development. The level of an attraction constructed within the realm of a rural context is in this case shown to be based on tacit knowledge. The local involvement is not obvious when describing the World Heritage area from a touristic point of view, but the attraction value scale described in Article I, is the result of private (local) protection measures of the natural resources in Kvarken. The locals, in what is now called the World Heritage Kvarken Archipelago site, have over the centuries gained local knowledge (both tacit and explicit) by investing time, labour and vision in their area. They have the know-how and collective memory of the space both regarding the broad environment and the natural resources also in terms of local culture and socio-economic expansion.

## 5.2. Article II<sup>88</sup>

George, E.W., & Svells, K. (2013). Learning Transnational Learning: A Trans-Atlantic Perspective in Å. Mariussen & S. Virkkala (Eds.), *Learning by Transnational Learning*, 326-342.<sup>89</sup>

**Keywords:** *transnational learning, World Heritage Research Network, World Heritage High Coast/Kvarken Archipelago, SECI, 'ba'*

In this book chapter, two phenomena are studied: transnational learning and tourism management. The study provides an insight into learning and the knowledge process presented in the theories of Nonaka and Takeuchi (1995, 2008), the SECI<sup>90</sup> process and 'ba'<sup>91</sup> concept. Further, the case studies presented are, first, a transnational learning processes establishing the academic World Heritage Tourism Research Network<sup>92</sup>, and second, a bilateral transatlantic World Heritage research cooperation between Canada and Finland. The phenomenon of learning and knowledge creation may be especially important for rural areas undergoing processes and periods of adaption to change. Tacit knowledge in combination with explicit knowledge can create new forms of knowledge benefiting rural development progress.

The two cases are both analysed through the SECI model and the process of learning levels. There are no explicit research questions posed in the chapter, but in the discussions concerning the Kvarken study, three basic assumptions are used in order to understand residents' attitudes and perceptions towards tourism at World Heritage sites.

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88 The second article is based on equal input by Svells and George except the description of the WHTRN project produced by George

89 ISBN: 978-0-415-53989-0 (hbk) and 978-0-203-42715-6 (ebk)

90 SECI represents a learning model processing 'old-knowledge' into 'new-knowledge' through the following processes: Socialisation, Externalisation, Combination and Internationalisation (Mariussen & Virkkala (Eds.), 2013).

91 'Ba' is a concept of knowledge creation and a shared space (physical, mental or a combination) for emerging relationships

92 More information about the network is found on [www.WHTRN.ca](http://www.WHTRN.ca)

The assumptions are:

- Local residents' attitudes and perceptions about World Heritage site management issues had not been considered a priority concern for World Heritage site management
- Local residents living in World Heritage sites have concerns about tourism management issues
- Certain variables would have some influence on residents' attitudes and perceptions at a particular site - for example, the type of World Heritage site designation (cultural or natural); how long it had been since the site had been designated; the structure of the site - urban/rural, etc.

***How is 'public participation' noticed within the SECI knowledge concept when applied to the World Heritage Kvarken Archipelago?***

The results show that the concepts of collaboration and transnational learning make sense; first, by bringing individuals together and in this way maximizing the critical mass of existing knowledge from different institutions well acquainted with the World Heritage concept, and second, by sharing, exchanging and transferring knowledge besides integrating local knowledge, present in both cases inclusion of public participation and serve well as illustrations of transnational learning.

The World Heritage Kvarken Archipelago, as represented in the SECI model, shows a plausible knowledge transfer throughout the process of socialisation, externalisation, combination and internationalisation simultaneously changing tacit knowledge to explicit and back into its original form. Empirically, this is tested through a process of qualitative and quantitative studies and perceived as a plausible reoccurring element within the assessment of the World Heritage Kvarken Archipelago management.

Transnational learning creates a base for local knowledge to be incorporated with other levels of knowledge, for example academic or explicit expert knowledge presented by authorities or national visions of tourism. The outcome of such collaboration could provide a useful tool for the Kvarken World Heritage governance structure and operational management. The locals' perception of World Heritage and tourism development issues, viewed from a transnational perspective of the High Coast and Kvarken Archipelago is the basis for the next section presented in Article III.

### 5.3. Article III

Svels, K. (2015). World Heritage, Tourism and Community Involvement: A Comparative Study of the High Coast (Sweden) and Kvarken Archipelago (Finland), *Scandinavian Journal of Hospitality and Tourism*, 2015 Vol. 15, No. 1-2, 1–19<sup>93</sup>

**Keywords:** *World Heritage, High Coast, Kvarken Archipelago, rural tourism, local community*

The third study, a comparative study, represents a mixed-method study based on two quantitative questionnaire studies (see Appendix 9) carried out during autumn 2011: one in the World Heritage High Coast and one in the World Heritage Kvarken Archipelago. The mixed-method approach used combined the survey questionnaire with semi-structured focus group interviews (ibid). Both in the High Coast and in Kvarken the analysis was complemented by spontaneous interviews with inhabitants in the World Heritage area during 2013–2014.

The purpose of the third article is to portray locals' perception of the impact of tourism and rural development and the role of the local communities in two World Heritage sites comprising one transboundary property, the World Heritage High Coast/Kvarken Archipelago. The main research question is:

- How do local communities in the World Heritage High Coast/Kvarken Archipelago perceive their possibilities to participate in the creation and development of a World Heritage site?

The results show an overall positive perception of local tourism, although the perceptions of World Heritage nomination and administration procedures vary between the sites. Likewise, a partly conflict-laden collaboration within both sites between communities and authorities of World Heritage planning was noticed. Simultaneously, testimony shows a lack of support of local communities and limited appreciation of local knowledge experienced from deviating angles in Sweden and in Finland. There is a lack of understanding in the perceived knowledge of what the World Heritage concept entails, and the perception of UNESCO is not comprehended to its full extent.



As in the previous section described in Article II, one solution to the conflict-laden situation would be to interact with better cooperation between locals and authorities regarding World Heritage and tourism planning. This would provide an improved opportunity to enhance local rural development and at the same time improve the tourism attraction image developed within the World Heritage sites.

***How do local communities in the World Heritage High Coast/Kvarken Archipelago perceive their possibilities to participate in the creation and development of a World Heritage site?***

An unexpected, nonetheless positive return of the quantitative study was the qualitative open-ended questions which were thoroughly answered by the respondents. This part showed a gap in the participation circumstances between the local communities and the authorities directing the development of the World Heritage sites. The answers showed two different perspectives of rural concern. In the High Coast area the answers were clustered around the conceptions of rural development and upkeep of the rural landscape. In Kvarken Archipelago, the main concern was around the perceived conflicting terms of governance executed by the authority and the disregarding of local knowledge.

This subject, conflicts of World Heritage governance and public participation is the main theme of the next section and Article IV, alongside the subject of transnational learning from Article II.

## **5.4. Article IV<sup>94</sup>**

Svels, K., & Sande, A. (2016). Solving landscape related conflicts through transnational learning? The case of transboundary Nordic World Heritage sites, *Landscape Research*, Vol. 41, Iss. 5, 524–537

**Keywords:** *Transboundary World Heritage sites, Laponian area, High Coast/Kvarken Archipelago, transnational learning, transboundary governance, participation*

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<sup>94</sup> In the fourth article, Svels is the main author. Sande has contributed with the expertise on the Lapponia situation in Sweden and Norway, whereas Svels is responsible for the parts of the High Coast and Kvarken Archipelago as well as discussions on governance of transboundary sites, transnational learning and the conclusion.

The fourth article is based on a comparative study of transboundary World Heritage landscapes in the Nordic countries. A comparative, qualitative method was used, incorporating document analysis, empirical studies, participant observation and interviews with institutional actors and stakeholders of Lapponia and the High Coast/ Kvarken Archipelago. Participatory observation, by the authors, was performed during several public events examining World Heritage and local public participation, as well as during conferences and meetings focusing on World Heritage governance. During these encounters the researchers on the authors' part addressed the participants as well as executed spontaneous interviews and discussions with several key persons in World Heritage governance and local representation. The document analysis is mainly based on academic theses and previously published articles by the two authors. The theoretical perspective in the article is based on principles regarding governance, transboundary governance, co-management and transnational learning. The research questions are:

- Why does the implementation of the World Heritage management system create conflicts of interest within sites with transnational ambitions in the Nordic countries?
- How can a system of transnational learning resolve these conflicts?

The purpose with the fourth article is to present possibilities for locals to participate in the practice of World Heritage nomination and governance of two transboundary World Heritage sites in Finland, Sweden and Norway. The inhabited natural landscapes described in the article have in all cases demonstrated difficulties between authority driven and local participative management. As all European countries have ratified the European Landscape Convention (Council of Europe, 2000), there is a clear guiding principle for public participation in landscape governance. In the aims of the Convention, the importance of broad public participation is stressed to generate the most effective management as entrusting responsibility to the authority level closest to the communities concerned.

***In what way does transnational learning affect public participation in the Nordic World Heritage sites?***

In the Nordic countries difficulties in collaboration between professional expertise and local stakeholders have clearly been noticed as World Heritage nomination processes show a lack of local public participation

and all the studied cases have been top-down implemented. There is a history of vertical environmental conflict in the Nordic countries that is confirmed in the construction of the World Heritage structures. UNESCO implies the need for vertical collaboration in World Heritage governance. The result suggests an administrative system for cooperation, assembling local stakeholders, indigenous people, municipalities and regional/county level representation. The article presents the Swedish World Heritage Laponia as a 'best practice', despite reaching its present point following several organisational efforts over the years.

In the High Coast, there has been an insufficient World Heritage governmental development since the designation in 2000. The County Administrative Board made an effort in 2011 to embrace local public participation in the management of the World Heritage influenced by the Laponia process. Outside mediators suggested a participatory solution, but even so the implementation process has been vague and slow. In the Kvarken Archipelago the administration and management structure has been organised in a formal way and public participation has been mostly represented by landowners' organisations, making the local representation of power unbalanced and excluding other local groups of interest.

The two Nordic transboundary World Heritage sites based on nature merits have compensated for their lack of public participation in the nomination processes by leaning on a well-functioning tradition of Nordic transnational learning. As proved in this article, transnational learning can also provide opportunities for enhancement of World Heritage governance. Transnational World Heritage governance, as stated by UNESCO, is achievable through coordination of planning and full cooperation between World Heritage sites. Local embedded interest groups, NGOs and Local Action Groups (LAG) should be given a bigger participatory role in World Heritage governance. Transboundary World Heritage sites should be viewed holistically and not fragmented in order to make it conceivable to develop interaction between groups on all levels of society. Transnational learning may even influence national government institutions and jurisdiction, providing new possibilities for locals to participate in matters concerning their own heritage landscape.

## 6. Discussion

### 6.1. Evaluation of public participation in the World Heritage Kvarken Archipelago

The results generalised from the four articles and summarised below present the basis for what can be described as the idea of 'good governance' and sufficient public participation. The discussion broadens the arguments and the results from the articles and gives a deeper insight into the objectives set for the doctoral thesis.

In the first part of this chapter, public participation is interwoven into the examination of the Kvarken World Heritage governance and operational management, as well as discussed entwined with the growing importance of 'projectification' within the World Heritage site. The effects of what can be described as sufficient level of public participation and public participation deficit is demonstrated based on the results of the nomination process and of World Heritage governance structures. The outcome shows a gap between public authority's implication of public participation and the way the locals perceive the term.

Secondly, situations that may lead to skewed future development from the view-point of the locals and based on the touristic scene in Kvarken, are likewise outlined. When discussing participants in this chapter not only local inhabitants but also visitors are included; the locals, first and foremost, as contributors to the knowledge and capacity base for the area and the visitors as stakeholders in one of many World Heritage sites, furthermore, as receivers of for example, publicity and tourism promotion material. Thirdly, the concluding part opens up for a description of transnational conduct in the World Heritage context, including Nordic influences. Implications of interdisciplinary transnational learning and a description of academic World Heritage research *per se* are presented, afore the author's research contribution is portrayed.

In the forthcoming discussion, public participation will generally be examined through assessment of the objectives and evaluation of two separate phases: *pre-designation phase* 1997–2006, and *post-designation phase* 2006–2015 (Table 8, on the opposite page). The aim is to evaluate the level of public participation performed within the World Heritage Kvarken Archipelago during these periods.

**Table 8.** *Public participation evaluation in the World Heritage Kvarken Archipelago*

	World Heritage nomination 1997–2005	World Heritage governance 2006–2015
<b>I. Transparency</b>		
A. In selection of participants	A. POOR	A. FAIR
B. Of process objectives, rules and boundaries	B. POOR	B. FAIR
C. In decision-making	C. POOR	C. FAIR
<b>II. Fairness</b>		
A. For all stakeholders in public participation (with representation or in person)	A. POOR	A. FAIR
B. Procedural fairness	B.	B.
1) Opportunity to voice opinions and concerns	1) FAIR	1) FAIR
2) Neutrality of the forum	2) FAIR	2) FAIR
3) Trustworthiness of authorities	3) POOR	3) FAIR
4) Making the purpose of the process clear for all	4) POOR	4) GOOD
5) Commitment by management to manage the situation	5) GOOD	5) GOOD
6) Adequate capacity and resources	6) FAIR	6) GOOD
7) Complexity and difficulty of issues dealt with	7) FAIR	7) FAIR
8) Rules for closure and outcomes planned with a strong linkage to policy decision-making and implementation of decisions	8) GOOD	8) GOOD
<b>III. Inclusiveness</b>		
A. Of a holistic stakeholder representation	A. POOR	A. FAIR
B. In stakeholder collaboration	B. POOR	B. FAIR
C. In capacity building and collaborative learning	C. POOR	C. FAIR

The dialogue in this chapter is inspired by the three of Lockwood's principles of 'good governance' – *transparency, fairness and inclusiveness* (Lockwood, 2010). The data in Table 8, above, is weighed against a three-step Likert-scale which ranges along a continuum from poor, fair to good public participation<sup>95</sup>. Sufficient participation is considered to

<sup>95</sup> Poor stands for a few observations of public participation. Fair stands for observations in accordance with expected norms of public participation. Good stands for numerous examples of public participation.

represent results observed as fair or good public participation whereas poor indicates a case of public participation deficit.

### **6.1.1. Steps towards evolvement**

On the basis of the analysis in Table 8, the three Lockwood principles of 'good governance' applied on the World Heritage site in Kvarken show a clear change of value in the categories *transparency, fairness and inclusiveness*. The three principles are not presented secluded one by one in the forthcoming discussion, but rather interwoven in the description of an evolvement within the Kvarken World Heritage process.

At the initial stages of the nomination process in the late 1990s inclusiveness in the nomination process, exemplified by local public participation, was poor as the involved groups were internally self-appointed, based on the interests of nature conservation, geological values and regional development ambitions. The majority of the participators in the nomination process were regional environmental state officials, geological experts and officials from the Council of Ostrobothnia and the Kvarken Council. In practice, this meant that the recruitment of interested people establishing the World Heritage governance created a bias as the general public was excluded from positioning themselves within the governance structure formally organised in 2006. The nomination process was authority-driven by organisations committed to the task of presenting organisational resources facilitating the financial base for the World Heritage proposal.

The nomination process followed procedural rules; however, it lacked transparency for the public. This situation could have been caused by inexperienced World Heritage managers navigating the operation guided by formal regulations. Fairness in incorporating all stakeholders in the process was poor as the locals taking part in meetings perceived the situations as one-sided distribution of information from the authority's perspective. The mentioned deficiencies, lack of transparency and fairness, resulted in misunderstandings and insecurity within the local communities and amongst stakeholders, other than the few inner circle stakeholders inaugurated, regarding objectives, rules, boundaries and the overall purpose with UNESCO and the World Heritage concept.

The power structure of the World Heritage site is officially based in the Management and Development plan of the World Heritage Kvarken Archipelago (Ollqvist, 2009). The plan presents the Steering Committee as having the overall controlling power whereas the Secretariat

prepares documentation and meeting proposals for the Steering Committee. However, in practice, the Secretariat has conducted a form of supremacy representing the 'real' decision-making power and leaving the Kvarken Steering Committee in the role of formalising rulings initiated by the Secretariat. The decision-making practice in the World Heritage Kvarken Archipelago was questioned in 2010 for being unbalanced (Svels, 2010). At the time of the election process of the third chairperson of the Steering Committee<sup>96</sup>, discontent surfaced from the landowners' organisations, and a claim of changing the decision-making order was made (Steering Committee minutes, 3/2015, § 8). The group representing the landowners' interests pleaded their case with a draft for changes in the *modus operandi* of decision-making in favour of directing executive power to the Steering Committee.

The World Heritage governance organisation and operational management division in Kvarken have developed into a multi-level governance structure during the period between 1997 and 2015 and is partly based on local affiliation. Four distinct phases of management changes have occurred (three phases aforementioned in Table 6, p. 54); *the preparation phase 1987–1996, the Kvarken Council project phase 1997–2002, the regional distinction phase 2003–2006*, and a forth called *the Metsähallitus control phase 2007–2015*. Now a fifth period, which I name *the period of local chairmanship*, begun in late 2015 and will last until a shift in leadership takes place. The challenge for inclusiveness in public participation will be if the new era in World Heritage governance will last longer than two years, which is equal to the time of office for the elected chair of the Steering Committee, and if the representation of local interests will be enlarged. On the contrary, if the World Heritage governance reverts back to the old authority driven system with top-down decision-making and ambiguity, it will alienate the locals even more and therefore be a threat not only to the future societal development of the World Heritage Kvarken Archipelago, but possibly to the historical local caretaker role of the heritage. This could leave room for institutionalised tokenism that may lead back to manipulation rather than future partnership (Arnstein, 1969).

Decision-making processes have evolved within the World Heritage Kvarken Archipelago over the years, from 1997 to 2015. Initially the processes were not transparent to the public, for example, minutes were not publicly revealed and meetings were held solely amongst

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96 At the Steering Committee meeting 4.12.2015.

environmental experts, officials and organisations with interest in the case. At the end of the researched period, all minutes (of the Steering Committee, the Secretariat from 2012, and the Consulting group) were accessible and available for the public once they have been permitted the right of entry to the extranet site on the official World Heritage website<sup>97</sup>. As aforementioned, there are essential decisions to be made regarding the procedural fairness and the order of conduct and decision-making liability of the key institutions, the Steering Committee and the Secretariat. Simultaneously, and it is crucial to follow the newly (2015) appointed Steering Committee chair, a representative of the commons.

As described afore, the evolvement of the principles transparency, fairness, and inclusiveness show a positive change on the scale from 'poor' to 'good' public participation. This said public participation deficiency, on one hand, is demonstrated to have existed during early stages of the World Heritage process in Kvarken; on the other hand, sufficient public participation is likewise revealed, however, at the end of the studied phases.

### **6.1.2. Effects of public participatory deficit in the World Heritage project**

Nature protectionist interventions have followed in the aftermath of the World Heritage Kvarken Archipelago site since the beginning of the preparation period in 1997; these interventions have generated deep distrust of authorities amongst the locals. Having the World Heritage nomination prepared by environmental officials indicates lack of *procedural fairness* in accordance with Table 8 (p.99), and has negatively coloured the process, caused local conflicts and set back tourism development from the start (Björk, 2014). Similarities have been noticed in other World Heritage nominations, for example by Hughes et al. (2016) in the Ningaloo Coast Region nomination in West Australia (Hughes et al., 2016, p. 152):

[...] heavily influenced by a tangle of past history and contemporary marine and coastal protected area management processes in the region. Such entanglements are common at potential world heritage sites (Krauss 2008). These influences significantly complicate the well intentioned requirement for community involvement in the WH nomination process.

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97 <http://www.kvarken.fi>.



The official protection provisions in Kvarken have marginally changed since the World Heritage designation in 2006, and the entire area is still approximately 60% protected through national conservation programmes and the Natura 2000 programme. An ongoing national conservation process, including state enforced partition and private protectionism measures, is still present in the archipelago, which endanger future fair public participation encounters.

At the start of preparations for the World Heritage status, the environmental authorities strongly communicated the fact that the World Heritage designation did in fact not imply new protectionist legislation, nor had previous nature conservation legislation been made stricter. The local inhabitants have in several different contexts described their local situation as a form of multi-layer protectionism (Svels, 2008). This has been a 'hotbed' of problems between the authorities and the locals as the inhabitants have experienced being the object of mistrust and unfair manipulation, as additional protection is perceived to have been put on their area. From the start, the explicit message provided by the operational World Heritage management Metsähallitus, was that the World Heritage designation is not a new structure of protection. This has, over the years, changed, and with it the basis for *procedural fairness* through which a common clearance of goals is established. I observed during public information and consultation meetings in late 2015 (Vaasa 4.11, Molpe 10.11 and Replot 17.11) the World Heritage management explicitly announcing the importance of perceiving the World Heritage designation as a protectionist site. The cause of the changed rhetoric is unknown and further research in this area is too complex to include in the scope of this study; however, the message from the authorities indicates a change in approach and does not clearly outline the purpose of the process to spectators. Nonetheless, it is worth noticing that there would not have been a World Heritage based on nature criteria in Finland without local *inclusiveness* and early actions on protection being taken by the foresighted locals in Vaasa archipelago<sup>98</sup>. Hence, local public participation in protecting the nature of the heritage for more than 100 years before the arrival of UNESCO deserved a consequent and a more covering public participation than shown in the World Heritage preparation of the site in 1997.

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98 Personal communication with senior advisor Jukka-Pekka Flander, Finnish Ministry of the Environment, 16 November 2010

The public deficiency and lack of local *inclusiveness* have given rise to a frustration against the regional environmental authorities. Exclusion from the World Heritage governance structure was perceived as one cause of the vast numbers of open-ended answers in the empirical questionnaire study, described in Article III. In Kvarken lack of *fairness* and discontent with the operational World Heritage management was the convincing key outcome of the study. The tone and choice of vocabulary were harsh and unforgiving and the messages were clear when the respondents presented their views on the perceived strict driven and excluding governance structure, the traditional role of the locals, as well as on tourism matters. In contrast, the periodic reporting to UNESCO for the period of 2012–2014<sup>99</sup> by the operational World Heritage management organisations in the High Coast and Kvarken considered *inclusiveness* of local community involvement directly contributed to decisions relating to management of the sites. The two perspectives of the situation involving public participation are quite divergent. In Kvarken Archipelago state-performed operational management still prevails; nonetheless, *inclusiveness* is considered in operational collaboration between regional authorities and local stakeholders. Collaboration in landscape management and within entrepreneurship on state owned land has been seemingly successful for involved partners. Problems have arisen outside the consortium for stakeholders and the operational World Heritage management when actors not taking part in such partnerships repeatedly have been left out of the information and activity flow. At the same time, the ‘inner circle’ of actors were informed and given activity access due to their official cooperation agreements with Metsähallitus.

I consider the formal governance framework in Kvarken in 2015 to be institutionalised; however, it lacks *transparent* stakeholder representation whereby actors and institutions cover all local interests in a balanced, holistic and evolving way with accountability. In his doctoral dissertation Bhaskara identifies community stakeholder involvement in the World Heritage nomination process for the Jatiluwih Village in Bali. He recognises the following benefits from public community participation in nomination and post-designation phases (Bhaskara, 2015, 389):

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99 This was reported in the periodic report for the Nordic countries and the Baltics 2012–2014 to UNESCO under section 4. Protection, Management and Monitoring of the Property, and in the sub-category 4.3. Management System/Management Plan and section 4.3.8.4.

The benefit of identifying the degree of involvement for local people before their site is listed as a World Heritage Site is avoiding resistance and conflict among stakeholders after a site has been listed. At the same time, identifying the degree of involvement of the local community will also give a chance to inform, consult and create awareness of the local community about the benefit of being listed; thus, as the local community will feel they are taking part in this nomination process, it will avoid apathy over the process. Moreover, it will also lead to their willingness to participate actively in the preservation and conservation of their site as a World Heritage Site.

The situation in Kvarken where locals are included and represented by the organised commons is a twofold issue. On the one hand, the advantage of having the landowners within the governance structure gives a well-grounded and strong affiliation to the landscape and the natural resources. On the other hand, their presence is a power related manifestation, a narrow representation of the local inhabitants by gender, age and interests (see also Bhaskra, 2015 p. 387-388).

The claim for a broader representation beyond the traditional power-structures, represented by the commons in Finland and the Balinese community meeting and traditional law, show similarities between the Finnish and the Bali case. Both World Heritage structures incorporate traditional groups in local management that override individual participation in a democratic society with elected officials, such as Indonesia and Finland are. In both cases World Heritage governance structures overlook a broader public participation of World Heritage citizens. *Inclusiveness* in natural resource governance involves individual citizen participation as well as traditional groups based on democratic and ethical premises and can no longer be dismissed from the constellation of governance, decision-making or planning. In the local arena, individual stakeholders are neither fighting for the opportunity nor pretending to be overambitious in getting *included* and involved in the World Heritage governance system due to the fact that they do not perceive themselves to have been remarkably affected by the changes, in their daily lives, since the designation in 2006. My contention is that individuals not aligning with the land-owners' representation, have been alienated from the progression steered by the World Heritage governance process. An effort is needed to monitor the governance structures and the operational World Heritage management in order to revive the interest of the locals to be considered public participation rather than tokenism (Arnstein, 1969) – and it is important that the initiative is disconnected from authority interests.

### 6.1.3. Projectification and a new World Heritage era

I see no clear indications, after having followed the World Heritage communities in Kvarken during a period of approximately 10 years, of an increase of inclusiveness of local inhabitants in decision-making or planning, other than within the vast numbers of projects initiated. Improvement in organisational performance and its capacity to implement and adapt to change is often displayed in governance-type related initiatives in the form of projects and programmes encouraging project work within the public sector (Crawford and Helm, 2009). An organisational performance indicating a development based on projects and project funding, also called the state of 'projectification' (Sjöblom et al. (Eds.), 2006), has been essential for the holistic expansion of the World Heritage Kvarken Archipelago area.

'Projectified organisation' can at the present (2016) be an alternative description of the World Heritage governance structure, which conducts local development, tourism development (Björk, 2014) and public information through ongoing projects successively following one after the other. The manner of handling the development by involving organised communities, diminishes the possibilities of direct individual participation, nonetheless, it indirectly *includes* locals by giving them possibilities to attend as community part-takers in projects. *Fairness* in public participation is created by not only including the lead-part actors, but also financial risk-takers who possess a collective share of power in the project society and the grass-root level of local associations and organisations, as seen in the World Heritage Kvarken Archipelago. There is a diversity of project disciplines directly or indirectly connected to the Kvarken World Heritage site: tourism, environment (widely defined), energy, technology, regional development, fishing, education and creative industries (see Appendix 11).

One of the shortcomings of this type of public participation through projects is the difficulties to secure required co-funding in small villages and rural areas, and thus to initiate projects overall. In a project based society this can hamper capacity building and development in a decisive way. Projects are also overly bureaucratic which may lead to fatigue in resource-scarce rural areas and actually channel jobs and resources to urban areas and 'project professionals'. Nevertheless, there is a need of a broadening of the understanding of public participation within the World Heritage structure. The concept of 'projectification' could be advanced and adhered to as a positive engagement of the local community, for example in the Operational Guidelines.

## 6.2. Capacity building on skewed premises

Institutionalisation has been rigid in the World Heritage Kvarken Archipelago; nonetheless capacity building may be conceived of as lacking innovative force (Article IV) as many of the World Heritage novelties are replicated from other World Heritage sites. The Kvarken Council's report *Grön bro över Kvarken*<sup>100</sup> (Kvarkenrådet, 1998) summarises the regional development ambitions as perceived to be enhanced by the World Heritage designation. A potential outcome for receiving World Heritage status was supposed to be the benefits of environmental protection, enhancement of traditional industries, and nature-based tourism. Of these three missions, two, namely environmental protection and nature-based tourism, were initially administered and partly overseen by the operational World Heritage management, conducted by the authorities preparing the World Heritage nomination in Ostrobothnia.

The state's regional World Heritage mandate was given Metsähallitus, which adopted the role of front-runner in 2006. The organisation occupied the role of tourism developer despite they are primarily an environmental protection agency and did not possess the required in-house tourism competence. The progress of the site's tourism development was partly shared with other regional authorities, expert organisations, businesses and World Heritage municipalities, mainly with Korsholm. In later World Heritage tourism projects, for example in *Land of the Rising Stones I and II* (2008–2009 and 2010–2011), the challenge of combining nature protection and tourism development goals largely undermined the projects (Björk, 2014). The World Heritage Kvarken Archipelago has, during recent years, been linked to other national protected areas by the operational World Heritage management such as areas with national park status. The method of measuring visitors to the World Heritage area is the same as the Metsähallitus measure of national park visitor numbers (Ollqvist 2009). A comparison between the statistics resulting from the traffic crossing over the Replot Bridge and the figures of the Saltkaret observation tower (Table 1, p. 13) show a conspicuous outcome.

The communication of the authorities' statistics, e.g. the Metsähallitus figures, results in a misunderstanding as the presentation repeatedly includes an increasing index for the local economy (see for example Nedergård, 2016). This may be perceived by stakeholders and other

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100 Green Bridge over Kvarken [author's translation].

interested groups as an over-optimistic development potential for the local area, providing the entrepreneurs and local communities unattainable goals. However, there is an in-built assumption that the funding of the World Heritage site is partly dependent on visitor statistics, creating a competition between sites of similar standard and administration in order to present site efficiency and advancement. This rivalry has led to an inflation of visitor figures in reporting presentations provided by the authorities and thus made it desirable for the operational World Heritage management to compare the site with national park standards.

Other evaluations are also made, where the World Heritage Kvarken Archipelago and the Finnish national parks are compared through the number of visits to their websites and 'likes' on Facebook pages (Steering Committee minutes, 1/2014, § 7). Metsähallitus mentions in its annual report (2014) the World Heritage in connection with other national protected areas, and without any distinctions of status or governance structures, for example national parks, national reserves, wilderness areas, hiking areas and public water areas (Metsähallitus, 2014). Furthermore, as described in Article I, a logo showing an earmarked symbol for a particular object has an important meaning for the place and its expansion. The Kvarken Archipelago acquired its logo in 2007 (Figure 5, below), presenting the outstanding universal values in accordance with the UNESCO decision. The logo was changed in 2012 (Secretariat minutes, 2/2012, § 5), in order to conform to the graphical profile and lay-out of the Finnish national parks' official logos.



**Figure 5.** World Heritage Kvarken Archipelago logos anno 2007, 2012 and the Archipelago National Park logo.

There is a risk in these forms of judgements and evaluations named above. The more frequent the comparison and the closer the connection between national protected area governance and the World Heritage structure becomes, the more blurred the distinctions will become. An improper framing of different protected areas may, if invisible to the

public and without local consent, make the concepts intertwine in the future. Hence, this trajectory may lead to a vast area becoming merged and governed by a national formal body rather than a locally supported participatory partnership consisted of custodians of a traditional heritage landscape sustained over centuries before global involvement in the form of World Heritage labelling arrived.

### **6.2.1. Regional engagement and destination building**

In 2016, ten years have passed since Kvarken Archipelago was designated World Heritage in Vilnius, Lithuania<sup>101</sup> and increased regional activity can be noticed at the dawn of the 10th anniversary. The tourism industry has entered into the local societal scene, which does not only incorporate the intrinsic tourism act of travelling, but penetrates into society on all levels, for example in economy, ecology, culture, community development, strategic and physical planning and education. The necessity of achieving adequate capacity and resources within the Kvarken World Heritage site has from the start in the 1990s been highly emphasised. This has been challenged by the expanding tourism development followed by contested ambitions and with diverse views on regional attraction (Björk, 2014).

A difficulty with destination building is confrontations between multi-level governance structures. Unfortunately, there is no official national organisational structure guiding tourism development and management in Finland. According to Komppula, scattered tourism management and distribution of funding on the national level, combined with a geographical variation on the regional level, makes a holistic tourism structure in Finland challenging (Komppula, 2014). The dominance of government involvement in Finnish tourism development processes and projects has been acknowledged and tends to be formed as partnerships in a closed way and includes established institutions and interests (Virkkala, 2002). The national tourism strategy (Ministry of Employment and the Economy, 2010) depicts the organised tourism situation as being based on partnerships between the tourism industry and the public sector. In most regions there are collaborative ownerships of tourism organisations involving province-wide structures to municipality networks, while the most common organisational structure is a mixture of ownership by a municipality and private companies (Komppula, 2014).

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101 The place of designation was wrongly indicated in Article I.

The region of Ostrobothnia has struggled to find its destination framework (Björk, 2014). The formalised reorganisation of the private actors' network has, since 2013, been coordinated by a regional organisation composed of eight municipalities. The institutional weakness of the World Heritage tourism governance is partly perceived to be caused by the previous tourism organisational structure. It was confirmed, both by public actors, tourism organisational employees and local entrepreneurs, to have been both inefficient and unclear (Åberg & Svells, in press). A further challenge is to regain the pace after the slacking tourism development effect caused by the domination of Metsähallitus. Additionally, an unbalanced division of tourism development ambitions in Kvarken between the northern and southern World Heritage areas (Figure 2, p. 9) is observable. Investments, the channelling of visitors' streams and visualization through media, have been positioned on the northern part of the World Heritage Kvarken Archipelago since the start in 2006. The southern part has found its own way of elevating its values through several well-received World Heritage projects, but from a financial point of view, the southern area has not gained nearly as much as the northern part in being listed as a World Heritage site. In the northern part there have been outstanding investments, for example Saltkaret observation tower, the infrastructure around the Svedjehamn area and the upcoming visitor centre, the *World Heritage Gateway* at the Replot Bridge<sup>102</sup>, whereas the southern part lacks similar projects. The former Havets Hus project, re-named World Heritage Gateway, did not encourage community participation and may be described as a conflict-laden process starting in 2003, as well as a one-municipality affair, the concern of Korsholm municipality.

The lack of capital and funding in Kvarken is one reason for the need for capacity building by public-private partnerships within tourism in the World Heritage area. In the facilities of the upcoming visitor centre, the World Heritage Gateway, information is planned to be exhibited alongside archipelago village presentations and a display of the so-called energy cluster composed of Vaasa regional energy businesses<sup>103</sup>. This is not a surprising solution, as the probable source of funding and regional capacity building power structure provides the World Heritage with a collaborative space of visibility. At the seminar *Världsarvet en resurs?*<sup>104</sup>

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102 The decision on building was taken on the 18th of February 2016 and the constructions of the centre are planned to begin in the later part of 2017

103 The information received at a public meeting in Replot, 16 November 2015.

104 The World Heritage – an asset? [author's translation].



on the 25th of April 2013, the County Chief Executive, Olav Jern, closely linked the uniqueness and pureness of the World Heritage and its continuously expanding pristine land to the regional development and prosperity provided by the 'clean' energy cluster. It is noticeable that the World Heritage concept is not perceived to be worth displaying on its own in the World Heritage Gateway Centre but rather incorporated with the marketing strategy of the energy cluster.

## **6.3. The transnational position of the World Heritage**

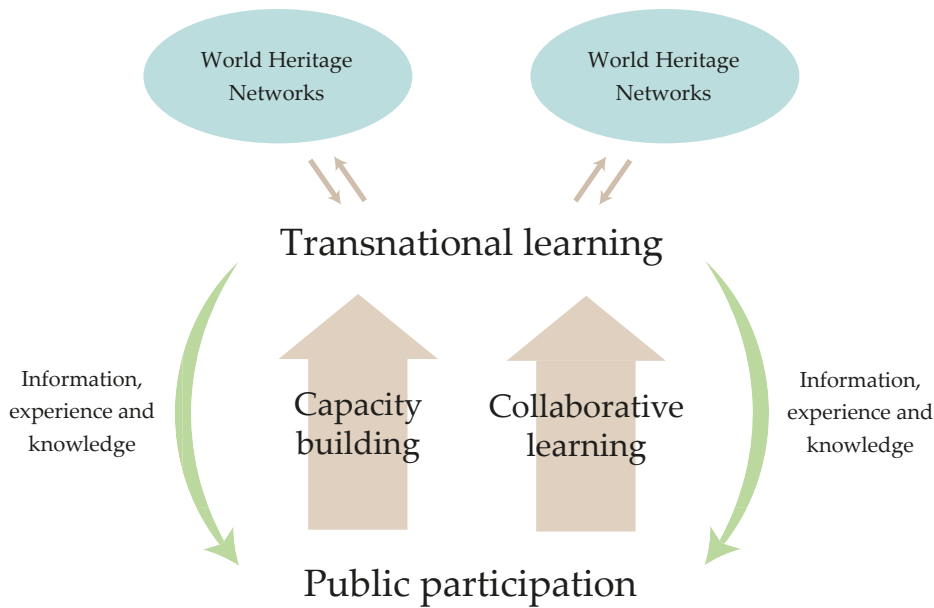
### **6.3.1. Juxtapositions within the Nordic World Heritage family**

The Kvarken region has been highly interconnected to other regions historically, mainly to Sweden and the other Scandinavian countries, serving as a northern hub of seafaring and trade. At present the World Heritage context has brought new levels of knowledge creation and capacity building into the area. Capacity building should be understood as the result of 'good governance' – a *transparent, fair and inclusive* World Heritage process operating on sufficient resources and managed by individuals with high competence in the field, whether from professionals or lay persons. A similar all-including capacity building process, involving all regional and local stakeholder in Kvarken is missing, though capacity building efforts can be noticed among certain groups of actors. Figure 6 (p. 112) illustrates the exchange and flow of knowledge among participating actors in a World Heritage site, where knowledge is based on collaborative learning and locally created capacity.

As the flow of knowledge generates and transmits outside the local area, through the context of transnational learning, the locally accumulated experiences and built capacity spread through various networks. This knowledge is highly bound to circulate back at later stage to the original context in a feedback loop made available to all local stakeholders. The flow will be based on a continuous renewal and growth of knowledge, providing all stakeholders, including individuals, local communities and regional authorities, as well as academics, other educational representatives and transborder collaborators, with a well-grounded and inspiring platform for innovation and expansion (Ruiz-Scarfuto, 2013)<sup>105</sup>. Nonetheless, new levels of competence are not automatically created. Aggregation of competence would need an engagement,

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105 Retrieved from: <https://vimeo.com/65522345>, accessed 17 April 2016.



**Figure 6.** *Transnational learning in a World Heritage site.*

re-evaluation and use of the newly produced knowledge by all actors involved. Transnational learning would be one natural direction for future research in order to cover the locals' involvement and capacity building for a variety of global initiatives, including World Heritage.

Capacity building and collaborative learning have in this study been shown to belong to the foundations of public participation. It seems obvious that without involvement there are no capacity building possibilities or collaborative learning, yet the practice within the Nordic World Heritage context has shown examples of both similar and opposite conduct. First, the World Heritage Laponia in Sweden is positive with high public participation and revealed, after a long time and several attempts, that collaborative effort is the winning concept for a World Heritage governance structure. Their present governance system has become what is called a 'best practice'. All levels of the Laponia multi-level governance structure are based on democratic decision-making between regional, municipality and local representation, and found common ground in creating a future capacity support framework.

Second, in the World Heritage High Coast in Sweden, the management represented by the County Administrative Board of Västernorrland has shown quite contrary behaviour to the Laponia process with low

public participation. The proposed High Coast governance structure<sup>106</sup> guaranteed local public participation and collaboration, whilst local public participation was considered an important part of the holistic picture (Norrby, 2015). However, the locals' possibilities to influence mainly concerned local matters and achievements. A clear step towards a stricter authority representation and non-democratic attitude was taken in 2015, when the County Administrative Board rejected the suggested partnership of the proposed management structure for the World Heritage High Coast<sup>107</sup>. The establishment of the Nordic World Heritage Association in 2016<sup>108</sup>, hopefully will create a deeper integrated public participation across the Nordic World Heritage sites as well as enhanced capacity building and transnational learning, other than between the focal points and authorities.

### **6.3.2. The quest for interdisciplinarity**

Transnational learning is becoming a norm as exemplified in this doctoral thesis by public participation, capacity building and collaborative learning. It verifies the democratisation of knowledge, in the same way as public participation demonstrates the universal and ethical right for individuals to participate in natural resource governance. Transfer of knowledge becomes both an important resource and advantage when learning is based on local public participation, values and experience. This, in turn, provides an opportunity for rural community development, wherever it is located, as the learning today, in 2017, is perceived to be unlimited. Transnational learning also provides a stage for academics of different scientific backgrounds and affiliations to interact with both locals and authorities as well as engage in cross border cooperation.

From a global perspective, more transnational studies should be carried out investigating the local involvement in World Heritage governance. Also studies evaluating operational World Heritage management (protection, planning, financing, marketing etc.) are welcomed

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<sup>106</sup> The SLU proposal of a new governance structure was to be composed of a Delegation from the County Administrative Board combined with a Management Council comprising representation from the County Administrative Board, the two World Heritage municipalities Kramfors and Örnsköldsvik, the local tourism organisation and the Local Action Group Höga Kusten (LEADER).

<sup>107</sup> Personal communication with High Coast World Heritage coordinator Milly Lundstedt, County Administrative Board of Västernorrland, 14 November 2015

<sup>108</sup> The Nordic World Heritage Association was founded in Þingvellir, Iceland, on 23 September 2016.

contributions to complete the understanding of UNESCO World Heritage sites. World Heritage research is not a holistic element of science but rather a scattered concept with input from different scientific disciplines positioning the heritage in the centre of the research. Much of the academic research of World Heritage is connected to UNESCO and its advisory bodies IUCN, ICOMOS and ICCROM, thus more academic studies disconnected from UNESCO are needed. In 2012, the WH Convention's 40th anniversary was celebrated with publications on the history of the UNESCO organisation, the World Heritage concept and the WH Convention *per se*. A few years after the jubilee questions connected to present interests for heritage studies such as World Heritage tourism development, identity and sustainability have been raised (Bordeau et al., 2015; Cave & Negussie, 2016). At the same time academic research and World Heritage education is provided at several universities worldwide, for example, in Dublin<sup>109</sup> (Ireland), Paris<sup>110</sup> (France) and in Turin<sup>111</sup> (Italy), as well as at the UNESCO Chair/UNITWIN universities focused on World Heritage studies and research in Aachen<sup>112</sup> (Germany), Budapest<sup>113</sup>, (Turkey), Cottbus<sup>114</sup> (Germany), Brno<sup>115</sup> (Czech Republic), and San José<sup>116</sup> (Costa Rica).

For academic research the World Heritage subject is a challenge and at the same time it provides an opportunity for several points of scientific departure. Despite the subject's sprinkled character presenting a dichotomy between culture and nature values, rural and urban locations, populated or uninhabited sites, and with a large proportion of practical implementations of case-studies, World Heritage studies pro

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109 At the University College Dublin and the Masters Programme in World Heritage Management.

110 Master's programme in Cultural heritage studies at the University of Paris 1, Panthéon-Sorbonne

111 A Master's programme in World Heritage and Cultural Projects for Development at the University of Turin, the Politecnico di Torino, and the International Training Centre of the ILO (ITC-ILO), and in collaboration with the UNESCO Cultural sector and World Heritage Centre and ICCROM with the academic partners the University Paris 1 Sorbonne-Panthéon and the Macquarie University of Sydney – Australia.

112 Studies in World Cultural and Urban Landscapes at the Institute for Urban and Regional Planning at RWTH Aachen University.

113 A UNESCO Chair at the Kadir Has University in Budapest.

114 The international Master's programme in World Heritage Studies at the Brandenburgische Technische Universität Cottbus-Senftenberg (BTU).

115 Studies in Museology and the World Heritage at the Masaryk University Brno, Czech Republic.

116 Studies in biosphere reserves and natural and mixed World Heritage at the Universidad para la Cooperación internacional and the Agua y Paz Biosphere reserve, Costa Rica.

vide a spectacular array of research prospects. In a Nordic context interdisciplinary World Heritage research has been pursued at several academic locations; the University in Dalarna was a forerunner when establishing the World Heritage research network *Världsarvets Världar*<sup>117</sup> in 2003. Nordic social-science and humanistic doctoral dissertations since 2000<sup>118</sup> have integrated the World Heritage concept in academic research and examined the UNESCO idea from an interdisciplinary perspective; mainly implementing the UNESCO discourse in Nordic World Heritage sites as case-studies and/or approaching the problems through studying or comparing phenomenon and occurrences within a World Heritage sites. The amount of the theses produced reflects in proportion the number of World Heritage sites in respective country of origin.

The World Heritage sites in the High Coast and Kvarken Archipelago provide academic communities with an opportunity to study local conditions and contribute, with their research results, to the needs the Kvarken management structure displays (see Appendix 5). The academic affiliation of World Heritage has not yet been institutionalised and is therefore still flowing as a work in progress. In a management report on information distribution in the World Heritage Kvarken Archipelago a tenure-track World Heritage professorship of five years was proposed (Wallin, 2010). The report clearly stated the importance of the Swedish language and of interdisciplinarity, indicating a wish for a close academic cooperation between Finland and Sweden. In 2012, the Secretariat proposed that the chair would be split between the High Coast and the Kvarken Archipelago and based on natural science (Secretariat minutes, 1/2012, § 5). On the one hand, the management plan (Ollqvist, 2009) emphasises geological, ecological and biological research as the research-base for the site. On the other hand, the aims are

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117 WHILD = The World Heritages: Global Discourse and Local Implementations. Retrieved from: <http://www.du.se/varldsarvet>, accessed 6 September 2016.

118 Specific Nordic: Katarina Saltzman on the World Heritage Agricultural Landscape of Southern Öland, Sweden (2001); Åsa Nilsson Dahlström on the World Heritage Laponian Area, Sweden (2003); Carina Green on the World Heritage Laponian Area, Sweden (2009); Mette Bye on the World Heritage Røros Mining Town and the Circumference, Norway (2010); Tanja Vahtikari on the World Heritage Old Rauma, Finland (2013); Elsa Reimerson on the World Heritage Laponian Area, Sweden (2015); Bente Sundsvold on the World Heritage Vega Archipelago, Norway (2016); and Martin Paju on the World Heritage Decorated Farmhouses of Hälsingland, Sweden (2016). General UNESCO World Heritage and non-Nordic World Heritage: Jan Turtinen on the UNESCO organisation, Sweden (2006); Herdis Hølleland on non-Nordic World Heritage theme, Norway (2013); Marit Johansson on non-Nordic World Heritage theme, Sweden (2015).

also set on providing interdisciplinary studies in the area. The World Heritage Kvarken Archipelago management has shown by its activities, for example arranging research seminars exclusively for natural science, that it has a preference for these disciplines over humanistic or social sciences areas. The World Heritage High Coast seems to be more flexible to welcome social science and interdisciplinarity given the incorporation of university social scientists in their evaluation for reconstruction of their management structure as well as biologists researching their disciplines on site. These differing positions emphasising natural sciences or combined social science projects are important to assess in order to give the future academic research base the best interdisciplinary foundation.

## **6.4. The author's research contribution**

During the research process private actors and new groups of interests including academics became evident. This can perhaps be seen as a reflection of the shift towards neoliberalism and governance that took place during this period in the Finnish economy and in politics. The academic perspective of the archipelago will be vital for the local communities within this rural context, as the research emphasis and funding seems to be placed on other disciplines rather than those of socio-economic, environmental and ecological sustainability, rural life and its context. The future indicates signs of a need for extended rural research in Ostrobothnia as a balance to highly prioritised research in, for example, the energy sector.

This doctoral thesis is an example of a rural sociological study anchored in the World Heritage frame. It presents an extensive understanding of a rural area and the implication what a globally imposed status have for the World Heritage citizens living on a permanent basis within the area. Furthermore, it is hoped that this work has contributed to advance the understanding of local public participation within World Heritage sites, and of the values and demands the UNESCO World Heritage concept creates. The thesis contributes to the operational World Heritage management, especially in Finland and Sweden and lays out an empirical basis for further theoretical research in natural resource governance.

The practice of top-down strategy and public participation deficiency in World Heritage sites is not an isolated case in Finland and Sweden. This thesis research, closely aligned to a new study in Bali (Bhaskara, 2015) shows a thread of public participation deficit regardless of developed or emerging economies and their stakeholders. Therefore, this thesis highly contributes to a new area of democratic values applied to local communities affected by World Heritage sites internationally. This study has opened an important issue of the awareness of local circumstances; hence, hopefully it contributes to helping UNESCO World Heritage designation processes, or other global initiative pre- and post-designation processes, to avoid a participation deficiency situation.

## **7. Concluding remarks and a development proposal**

Local people's gained experience, lay knowledge and ambivalent views on local future progress of the World Heritage Kvarken Archipelago, in combination with protection, use and development of natural resources and tourism, create challenging equations that place public participation as a pivot to democratic values. Today, in 2017, there is a clear juxtaposition between democracy and the use of natural resources, where fractions of society are invited to view problems from a variety of perspectives. Expectations and promises are communicated from several directions in society, while the sole object, not able to 'speak' for itself is nature. The World Heritage Kvarken Archipelago has become a place where ambitions collide and where stakeholders propose different views on who is entitled to have a voice on behalf of natural resources and who to represent locals. Decisions concerning natural resources anchored in nature, a non-human entity, are taken by humans, and in principle based on democratic decisions involving political choices and processes. The environment, considered as including nature, involves issues on which everyone has the right to be consulted.

### **7.1. Conclusions**

The objective of this thesis was three-fold. The first objective was to examine whether and how public participation in World Heritage governance and tourist development had developed during the World Heritage process in the Kvarken Archipelago from its initiation in 1997 until 2015. The second objective was to investigate how transnational learning could contribute to improved public participation in World Heritage governance by using the World Heritage High Coast/Kvarken Archipelago as a case. The third objective was to assess whether public participation within the World Heritage Kvarken Archipelago could be considered sufficient in relation to criteria of 'good governance'. The ambitions set out for the thesis were accomplished through studying four overarching central concepts: the UNESCO World Heritage concept, public participation in World Heritage governance, impact of tourism in World Heritage sites and the transnational learning concept.

I draw the following concluding observations on the research objectives: The level of public participation in the World Heritage governance structure in the Kvarken Archipelago has developed from



the nomination process in 1997 up until 2015 in a positive direction. The steps away from the participation deficiency situation may not be described as huge leaps forward; nonetheless, changes towards a more inclusive public participation can be noticed. The multi-level governance structure and the various phases of a democratic World Heritage evolution, especially in the last ten-year period, demonstrates changes from a top-down governance performance to a slight increased involvement of the locals. Nonetheless, the problem of skew representation within the local World Heritage governance structure, which has to do with institutionalised commons blocking the interests of ordinary citizens, constitutes a risk if not corrected. I consider all stakeholder interests, including local community representatives, together with public authority officials, equally competent to lead initiatives so as to enhance the World Heritage governance development.

The tourism and destination development linked to the World Heritage structure was initially aggravated by the formal development efforts pursued by Metsähallitus. During the last years, the tourism structure has developed within the World Heritage area, though in an unbalanced way between the two World Heritage areas in Kvarken. The World Heritage concept has become embedded within the overall regional tourism advancement and within this renewed structure the World Heritage has found a stimulating position. Nonetheless, there is further space for local entrepreneurs and representation within the Kvarken World Heritage tourism governance. There is likewise a need for urgent capital investment within the area in order to create a continuous development structure, not only based on project collaboration and funding. Furthermore, I observe a crucial momentum for future tourism progress. The fact that the public remains focused and keeps observing attempts at modifications of the area's legal status by the authorities, is vital for further development. The imposed changes of, for example the World Heritage logo, and continuing protective measures of natural resources may easily blur the image presented for the public and change it unnoticed into an alternative guise.

Local know-how and tacit knowledge have shown to be a well-founded basis for a balanced capacity building of a World Heritage site and therefore a central approach in public participation. In Kvarken the locals have safeguarded their heritage for hundreds of years and likewise shown a willingness to continue. Public participation has in 2017 become a norm in natural resource governance and therefore local experience, combined with formal expert knowledge, is a justifiable

model of transnational learning within and between World Heritage areas. Specifically, transnational involvement between Nordic World Heritage sites should not be underestimated when it comes to cover the need of sharing ‘dos and don’ts’ and ‘pros and cons’.

The World Heritage in Kvarken has been institutionalised and I consider public participation to be sufficiently revealed in relation to the criteria of ‘good governance’ at the end of 2015. There are though important institutional gaps to be fulfilled, especially within procedural and institutional structures, before the level can be elevated and considered reached the level ‘good’. On the one hand, the institutionalised World Heritage structure is authority driven which forms the system to be rigid and less flexible. On the other hand, public participation can be noticed between regional and local levels where the frame of potential local visions and evolvement occurs. Even though the research displays positive development qualifications the progressive process can turn into reversal. Hence, all local World Heritage citizens and stakeholders should be obliged, as a sequence of their caretaking role of the heritage to follow the development and to react if necessary.

## **7.2. Development proposal**

Inclusiveness in capacity building and stakeholder collaboration was initially left aside when the World Heritage Kvarken Archipelago process began, but the range of actors has slowly been expanded by municipalities, with new groups within the tourism sector and actors the project society brings. Nevertheless, within the transboundary consultation group of the World Heritage High Coast/Kvarken Archipelago, the inclusiveness of public participation is considered to be poor. It does not incorporate public participation by public interest groups or individuals. There are examples of innovative local participatory solutions, other than the Nordic ‘best practise’ Laponia. Another example of public participation in protected area governance is the Cairngorms National Park, Scotland. All inhabitants living within the communities of the Scottish national park are eligible to stand for election and therefore take part in the park’s formal governance structure<sup>119</sup>.

In the transboundary consultation group, common for the Swedish and Finnish World Heritage High Coast/Kvarken Archipelago, state

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119 Personal communication with the Director of Conservation and Visitor Experience Hamish Trench, Cairngorms National Park, 24 August 2015

officials and politically elected members overrode direct local public representation. In order to compensate for the lack of public participation and following what I call a sufficient public participation's ideal, I propose to the World Heritage governance structures, on their respective national sides, to be innovative regarding future development, and to create participatory possibilities for all stakeholder groups within the World Heritage governance. This capacity building and participatory proposal includes the idea of a re-construction of the transboundary consultation group and the local World Heritage governance structures.

I propose that there should be positions on the committee for public representation, where the local inhabitants would elect representatives among all World Heritage citizens within the World Heritage High Coast/Kvarken Archipelago. This procedure could be grounded in free democratic elections and could follow the period of general elections (every fourth year). The public participation should be executed on a formal basis with guidelines for attendance of meetings, furthermore, giving the local participants a mandate of decision-making side by side with liability. The including act of local public representatives would avoid tokenism and provide the locals fair representation with accountability. Moreover, in this structure World Heritage citizens would have access to control of transnational planning as partners in their formalised caretaker role while maintaining their heritage. Finally, the outcomes of these processes could stimulate transnational learning and capacity building for a shared know-how and possibly improve implementation of public participation elsewhere, if tried out at other World Heritage sites.

The trend of UNESCO to accumulate World Heritage sites is remarkably fast and growing at a rate increasingly more difficult to monitor. Albeit, differing in criteria basis, a common thread arises in World Heritage sites in terms of contested ambitions. There is a similar claim to a lack of public participation creating a social challenge for the governance of World Heritage designations; within some World Heritage sites traditional power structures seem to rule and individuals and groups not aligning with these structures are overlooked. Furthermore, research in this area should be balanced in proportion to the rate of global initiatives and budgets to adequately monitor and provide feasible answers to the questions posed in this study, in order to improve the quality of public participation; thus, reach beyond the scope of this study and be available to the general public.

# Sammanfattning

*Världsarvsförvaltning och turismutveckling. En studie i offentligt deltagande och omtvistade ambitioner i världsarvet Kvarkens skärgård.*

Syftet med avhandlingen är att beskriva offentligt deltagande (*public participation*) och omtvistade ambitioner i processer förenade med nomineringen och utnämningen av världsarvet Kvarkens skärgård. Offentligt deltagande i världsarvsförvaltning har följt internationella utvecklingsriktningar och kan anses vara reglerad genom såväl internationell som nationell lagstiftning. Avhandlingens utgångspunkt är att offentligt deltagande på individnivå i demokratiska samhällen huvudsakligen utgår från individens universella rättighet att delta i ärenden som berör den lokala omgivningen och dess miljö. Offentligt deltagande i processer som berör förvaltning av naturresurser är således aktuellt för individer och lokala samhällen inom världsarvsområdet Kvarkens skärgård, där en lokal samhällelig kontext blandas med de utmaningar naturskyddade områden medför. De lokala ambitionerna skildrar även möjligheter, strävan och drivkrafter hos lokala aktörer och intressen att delta i områdets turismutveckling.

Det av Unesco utnämnda gränsöverskridande världsarvet Höga Kusten/Kvarkens skärgård i Sverige och Finland, utgör den spatia ramen för avhandlingen. Tyngdpunkten för beskrivningen ligger på den finländska sidan, på Kvarkens skärgård som utnämndes till världsarv 2006. Området är kvalificerat på geologiska grunder som naturarv och blev upptaget på Unescos lista över världsarv som en utvidgning av världsarvet Höga Kusten, som utnämndes till världsarv år 2000. Den svenska delen av det gränsöverskridande världsarvet bildar dock en viktig referenspunkt för Kvarkenområdets förvaltning och dess utveckling samt för det transnationella lärandet mellan de två världsarvsdelarna.

I kappan analyseras två tidsperioder utgående ifrån begreppet offentligt deltagande i världsarvet Kvarkens skärgårds förvaltningsprocesser. Dessa två perioder är: nomineringsprocessen för världsarvsutnämningen 1997–2005 och Kvarkens skärgård som världsarv 2006–2015. Avhandlingen beskriver fyra övergripande begrepp, nämligen: Unesco världsarv, offentligt deltagande i världsarvsförvaltning, turismutveckling inom världsarv och transnationellt lärande. Deltagandeperspektivet sammanbinder dessa begrepp.

Forskningsmålsättningarna som vägleder avhandlingsarbetet är för det första att studera om och hur offentligt deltagande har förekommit i världsarvsförvaltning och inom turismutvecklingen av världsarvet Kvarkens skärgård vid upptakten av världsarvsnomineringen 1997, till 2015. För det andra undersöks huruvida transnationellt lärande kan bidra till förbättrat offentligt deltagande i världsarvsförvaltningen. Det tredje målet är att utvärdera dimensioner av 'god förvaltning' (se Tabell 3, s. 2) och nivån av tillfredsställelse offentligt deltagande inom världsarvet Kvarkens skärgård (se Tabell 7, s. 2).

## Artiklarna

Avhandlingen består av fyra publicerade artiklar utgivna mellan 2011 och 2016. Artiklarna planerades fristående var för sig och med tanke på att uppnå en tematisk bredd och empirisk spridning som grund för framställningen av världsarvet Kvarkens skärgård. Genomgående teman i artiklarna är att synliggöra offentligt deltagande i världsarvsförvaltning, beskriva lokala aktörer (myndigheter, regionala beslutsfattare, kommuner, lokala intressenter och lokalsamhällen) samt belysa regional utveckling, landsbygd och turistindustrins tillväxt i Österbotten. Transnationellt lärande är införlivat i tre av de fyra artiklarna (artiklarna II, III och IV).

### Artikel I

Syftet med den första artikeln, som är en kvalitativ studie (deltagande observation och dokument analys) med inslag av kvantitativ metod, är att med hjälp av Dean MacCannells Attraction Theory (MacCannell, 1976) beskriva attraktionsvärdet för världsarvet Kvarkens skärgård. Utvecklingsprocessen som MacCannell benämner sakraliseringsprocess, beskriver turismobjekt i mognadsprocessen, där den högsta nivån uppnås då objektet genomgått fem successiva nivåer av utveckling (namngivning, inramning och upphöjning, omslutning, mekanisk reproduktion, social reproduktion)<sup>120</sup>.

Kvarkenområdet, Österbotten och Vasa skärgård, har av tradition inte varit ett område som i större utsträckning attraherat turister. Ambitioner för att utveckla området i en turistisk riktning visades genom den regionala entusiasmen under 1990-talet i samband med nomineringsprocessen

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120 Naming, framing and elevation, enshrinement, mechanical reproduction, social reproduction [author's translation].

av världsarvet Kvarkens skärgård. Det var främst regionala aktörer och myndigheter som återopade en utvecklingspotential medan kommunerna i mindre grad deltog i utvecklingsdiskussionerna under tidigt 2000-tal.

Frågeställningarna i artikeln är följande:

- Hur kan man använda MacCannells attraktionsteori för att analysera konstruktionen av nya världsarv?
- Vilken attraktionsstatus har världsarvet Kvarkens skärgård och kan denna attraktion utgöra grunden för besök?
- Finns det en framtida potential för regional utveckling genom nyttjandet av världsarvskonceptet inom ett bebott världsarvsområde som befinner sig i en turistiskt sett okänd region?

Den första forskningsfrågan påvisar att MacCannells attraktionsteori väl kan användas vid analys av konstruktionen av ett världsarvsområde samt vid analys av den påföljande turismen i området. MacCannell poängterar vikten av lokalt deltagande i turismutveckling (1976). Den andra forskningsfrågan åskådliggör attraktionsnivå vid tiden då artikeln publicerades (2011). Man kan urskilja faktorer som antyder att alla nivåer i sakraliseringsprocessen ännu inte var uppnådda men att världsarvsområdet uppvisar potential för regional turistisk utveckling. Under åren efter publicering har dock en märkbar förändring skett och området närmar sig år 2015 en högre nivå av attraktionsvärde än år 2011. Svaret på den tredje forskningsfrågan uppvisar ett komplicerat samband mellan besöksstatistik presenterad av Forststyrelsen i Österbotten och det verkliga antalet besökare vid utkikstornet Saltkaret i Björkö (se tabell 1, s. 2 och det norra världsarvsområdet figur 2, s. 2). Det krävs enligt resultatet i denna avhandling ett klargörande mellan statistiska underlag innan världsarvets besöksstatistik kan utgöra en grund för regional utveckling och strategisk planering i Kvarken.

## **Artikel II**

Målsättningen med bokkapitlet, som utgör avhandlingens andra del, är att beskriva två inom världsarvssammanhang distinkta fenomen: turism och transnationellt lärande. I kapitlet analyseras två lärandeprocesser som är förknippade med världsarv genom en tillämpning

(testning) av SECI-modellen<sup>121</sup> och de lärande- och kunskapsprocesser som presenterats av Nonaka och Takeuchi (1995, 2008). De empiriska metoderna som använts i arbetet baseras på kvalitativa och kvantitativa metoder (intervjuer, deltagande observation, innehållsanalys samt en kvantitativ enkätstudie).

Processerna som är i fokus för studien är först tillblivelsen av *World Heritage Tourism Research Network*, ett transnationellt forskningsnätverk där det transnationella lärandet bygger på oberoende, akademisk turismforskning. För det andra beskrivs ett transatlantiskt akademiskt forskningssamarbete mellan Kanada och Finland. Forskningen fokuseras på världsarvet Lünenburg, Kanada, och världsarvet Höga Kusten/Kvarkens skärgård, Finland. Det är den senare processen och resultaten från Kvarkens skärgård som utgör grunden för tillblivelsen av artikel II.

Forskningsantaganden i bokkapitlet är följande:

- Lokalbefolkningens attityder och antaganden om världsarvs områdets förvaltning prioriteras inte inom världsarvsförvaltningen
- Lokala invånare inom världsarvsområdet uppvisar önskan om delaktighet i frågor gällande turismledarskap
- Särskilda variabler kan påverka invånarnas attityder och antaganden inom bestämda världsarvsområden t.ex. typ av världsarvsutnämning (kultur- eller naturarv), tiden från världsarvsutnämning, områdets samhällsliga struktur (urban eller rural struktur etc.)

Resultaten visar att begreppen samarbete och transnationellt lärande utgör en grund för potentiell utveckling inom världsarvsområden. Detta kan ske genom maximering av den kritiska kunskapsmassan mellan individer och grupper som arbetar med världsarvsrelaterade frågor, som till exempel genom att sammanföra forskare från olika enheter och discipliner. Dessa, kan genom delning, utbyte och överföring av kunskap samt genom att sprida den lokala (tyst) kunskapen till andra påverkande- och beslutsnivåer, bidra till att kunskap fördelas och återkommer med nya fakta. Avhandlingen föreslår att utförande av studien (frågeformulär) inom världsarvet Höga Kusten/Kvarkens skärgård upprepat återkommer i framtiden så att världsarvsförvaltning

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121 SECI står för Socialisation, Externalisation, Combination och Internationalisation, d.v.s. socialisering, externalisering, kombination och internalisering.

gen får ett jämförelseunderlag att tillgå och den akademiska forskningen kan följa upp områdets utveckling.

### Artikel III

Syftet med den tredje artikeln är att beskriva de lokala invånarnas uppfattning om turismpåverkan, samt klargöra deras syn på landsbygds-utveckling och lokala samhällens roll inom världsarvet Höga Kusten/Kvarkens skärgård. Undersökningen är utförd både i Höga Kusten och i Kvarkens skärgård och uppbyggd som en jämförande studie baserad på blandade forskningsmetoder (kvantitativ enkätstudie och fokusgrupp intervjuer). Det teoretiska perspektivet utgörs främst av teorier om *community* (sociala gemenskaper) och rural turism.

Den övergripande forskningsfrågan är:

- Hur uppfattar lokalbefolkningen i världsarvet Höga Kusten/Kvarkens skärgård världsarvsutnämningen, framförallt i relation till turism, och hur bedömer de sin egen roll inom världsarvsprocesserna?

Resultaten visar att man inom de båda världsarvsområden, Höga Kusten och Kvarkens skärgård, har en positiv syn både på världsarvsutnämning och på lokal turism. Inom båda regionerna förekommer en något konfliktartad situation beträffande samverkan mellan myndigheter och lokalbefolkningen angående planering och utveckling av världsarven. Svaren visar även på ett bristande understöd för de lokala samhällena och en begränsad uppskattning av lokal kunskap och lokala erfarenheter från myndighetshåll, både i Sverige och i Finland. Det är också tydligt att kunskapen om vad en världsarvsutnämning betyder är bristfällig och förståelsen för vad Unescoinstitutionen innebär är outvecklad. Insikten om världsarvets betydelse i Höga Kusten har ingen klar bindning till världsarvskonceptet utan i stället ses världsarvsstatusen som en bonus för turistindustrin och för den regionala utvecklingen. I Kvarkens skärgård har man större möjlighet att använda världsarvsutnämningen till sin fördel eftersom de regionala ambitionerna från första början (nomineringsprocessen 1997–2005) visat starkt vara förankrade inom regionala strukturer och världsarvsstatusen sedd som en resurs. Ett bättre samarbete kunde utgöra lösningen på konflikter som uppstått mellan regionala myndigheter och lokala invånare samt vara nödvändigt med tanke på lokal utveckling och turismplanering.



## Artikel IV

Målet med den fjärde artikeln är att presentera möjligheter för offentlig delaktighet i världsarvs- och naturresursförvaltning på ett lokalt plan inom nordiska världsarv, d.v.s. i världsarven Höga Kusten, Kvarkens skärgård och Laponia, samt ett potentiellt världsarvsområde i Norge förenat med Laponia. De fyra studerade naturlandskapen är bebodda och utgör väsentliga naturresursområden i Norden. I Europa är Europeiska landskapskonventionen den ledande principen för offentligt deltagande i landskapsförvaltning (Council of Europe, 2000). De länder som beskrivs i artikeln (Finland, Sverige och Norge) har ratificerat den ovannämnda konventionen.

Artikeln innehåller en jämförande empirisk studie av nordiska gränsöverskridande världsarv utförd genom kvalitativa metoder (dokumentanalys, deltagande observation och intervjuer). Det teoretiska perspektivet utgörs av teorier om naturresursförvaltning, förvaltning av gränsöverskridande naturområden, samförvaltning och transnationellt lärande.

Forskningsfrågorna i den fjärde artikeln är:

- Varför skapar implementering av världsarvsförvaltning intressekonflikter inom nordiska världsarv med transnationella ambitioner?
- Hur kan transnationella lärandesystem lösa dessa konflikter?

Resultatet visar att de studerade områdena uppvisar ovanifrån vidtagna åtgärder (*top-down*) gällande världsarvens implementering. Även svårigheter att inbegripa offentligt deltagande i världsarvsförvaltning på ett lokalt plan, historiskt förekommande vertikala naturresurskonflikter samt samarbetssvårigheter mellan myndigheter (experter) och lokala invånare är gemensamma för de studerade världsarven. Dessa uppvisar dock alla egenheter och specifika drag inom sina respektive förvaltningskonstruktioner; världsarvet Laponia (Sverige) kan anses vara ett gott föredöme för offentligt deltagande som resultat av en långdragen samarbets- och förvaltningsprocess med målet att involvera lokala invånare i världsarvsförvaltningen.

Världsarvet Höga Kusten (Sverige) uppvisar, å sin sida, en ofullständig förvaltningskonstruktion genom avsaknad av förvaltningsplan (2016). Även den av länsstyrelsen i Västernorrland förstärkta myndighets- och kommunbaserade maktfördelningen inom den regionala världsarvsförvaltningen tyder på ett snävare urval

av aktörer. År 2015 åsidosatte Länsstyrelsen, efter en studie av delaktighet i naturresursförvaltning, den lokala delaktigheten i världsarvsförvaltningen av Höga Kusten. I Kvarkens skärgård (Finland) har världsarvsförvaltningen styrts av myndigheten Forststyrelsen i Österbotten sedan utnämningen 2006. Den lokala representationen har huvudsakligen ensidigt utgjorts av de konstituerade samfälligheterna som infört markägarmakten i världsarvsförvaltningen. Den nordiska bristfälligheten gällande offentligt deltagande inom världsarvsförvaltning har kompensrats genom ett aktivt och fruktbart gränsöverskridande nordiskt samarbete. Förutom Nordiska rådets rapport (Nordiska Ministerrådet, 1996) har samarbete på lokal nivå utförts genom exempelvis LEADER<sup>122</sup> och gränsöverskridande utbildningsprojekt, t.ex. Kvarkenrådets VIS projekt<sup>123</sup>.

Sammanfattningsvis beskriver avhandlingen och de fyra artiklarna framsteg i offentligt deltagande inom världsarvsförvaltningen av världsarvet Kvarkens skärgård. Efter nomineringsprocessen, mellan 1997 och 2005, som betecknas som icke-involverande har förvaltningsstrukturen under perioden efter världsarvsutnämningen till 2015 inbegripit lokalt offentligt deltagande i en utvidgad form.

## Resultat

Avhandlingen visar att de regionala myndighetsrepresentanterna Forststyrelsen i Österbotten och Västra Finlands miljöcentral, tillsammans med Geologiska forskningsinstitutet, Österbottens förbund och Kvarkenrådet tidigt övertog ansvaret för världsarvsnomineringen. Resultaten uppvisar ett starkt engagemang men både ett svagt kommunalt och offentligt deltagande under nomineringsprocessen mellan 1997 och 2005. Offentligt deltagande skedde i form av informations- och konsulteringsmöten i nomineringsaktörernas regi och de lokala invånarna hade ingen del av besluts- och planeringsprocesserna under denna tid.

Det bristfälliga deltagandet relaterar till obalans i medverkan av berörda intressenter inom förvaltning, planering och beslutsprocesser. I avhandlingen jämförs bristfälligt deltagande med Europeiska unionens

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122 LEADER är ett EU program där den offentliga, ideella och den privata sektorn tillsammans beslutar om och genomför projekt.

123 Kvarkenrådets VIS projekt är: *VIS – Världsarv i samverkan* (2007), *VIS – 63 grader Nord* (2008–2011), och *VIS – Världsarvsambassadörer* (2012–2014).

(EU) förvaltningsstruktur som kritiserats för att vara icke-transparent och utestänga offentligt deltagande. Inom EU har de beslutsfattande enheterna kritiserats för att ge dålig insyn samt för att beslutsfattande har uppfattats ske mellan avgränsade grupper av aktörer och bakom lyckta dörrar vilket anspelar på resultaten av studier av världsarvsförvaltningen och turismutvecklingen i Kvarken. Under den senare perioden, åren mellan 2006 och 2015 då Kvarkens skärgård erhållit status som världsarv, har det dock skett en gynnsam förändring med utökat offentligt deltagande inom världsarvsförvaltningens beslutsprocesser.

År 2006 etablerades en förvaltningsstruktur för världsarvet, framtagen av Forststyrelsen i Österbotten på uppmaning av Miljöministeriet. Grundstrukturen inom förvaltningen, världsarvsdelegationen i Kvarkens skärgård med tillhörande sekretariat och arbetsgrupper har under åren existerat i nästintill oförändrat tillstånd. Det existerar också en obalans inom förvaltningsstrukturen där världsarvsdelegationen och sekretariatet representerar divergerande åsikter och praxis kring beslutandeförfarandet. Inom världsarvsdelegationen framfördes 2015 (Kvarkens världsarvsdelegation, protokoll 3/2015, § 8) ett krav på omstrukturering av förvaltningsmodellen, orsakat av ett missnöje i delegationen gällande beslutspraxis. Beredningen antydde att sekretariatet missuppfattat sin ställning och i praktiken tagit beslut för att senare överföra dessa till delegationen som beredningsunderlag. Man ställde således ett krav på klargörande av beslutandemandat och presenterade en ny skiss till förvaltningsmodell. I praktiken betyder denna att världsarvsdelegationen ska utgöra beslutandeorgan inom världsarvsförvaltningen, medan sekretariatet strikt ska bereda ärenden för behandling i delegationen.

Resultaten visar att det inte finns anledning att utesluta någon aktörsgrupp från förvaltningen av ett världsarv. Alla aktörer med ett intresse för arbetet kan på lika grund arbeta för administration, förvaltning, skydd och utveckling av ett sådant område. Huvudsaken är att uppgifterna omfattar klara mandat och att det finns en budget att tillgå. Den lokala representationen inom förvaltningsgrupperna har i huvudsak utgjorts av samfälligheter inom världsarvsområdet. Denna aktörsgrupp representerar en viktig del av lokala traditioner och kunskap, men den innehar även en märkbar maktposition i lokala sammanhang. Detta bidrar till en skev fördelning av lokal intresserepresentation inom världsarvsförvaltningen i Kvarkens skärgård. Under

Kvarkens världsarvsdelegations möte 4.12.2015 valdes ny ordförande som representerar den lokala nivån och samfälligheterna. Det återstår att följa ledarskapet för världsarvsdelegationen och se hur bestående den lokala representationen kommer att bli samt om nya intressegrupper kommer att upptas i förvaltningsstrukturen.

Världsarvsnomineringen och områdets status som världsarv har i stor utsträckning färgats av tidigare konflikter inom naturresursförvaltning, bl.a. inom implementeringen av Natura 2000 i Österbotten. Lokala invånares bristande tillit till myndigheter samt känslan att vara överbeskyddad genom diverse ålagda skyddsprogram utgör grunden för fortgående konflikter. Utvecklingen av världsarvets myndighetsförvaltning sker på nationell nivå inom samma sfärer som nationalparker och andra skyddsområdens administration utvecklas. I Kvarken har man genom otydligt förfarande sammankopplat världsarvet med nationalparksförvaltning i Finland, bl.a. genom att anpassa världsarvets logo till nationalparkernas (se figur 6, s. 2). Avhandlingen råder till en uppmärksam bevakning av utvecklingen och världsarvets positionering inom den finländska naturresursförvaltningen.

Även turismfrågor innefattas i förvaltningsarbetet. Turismutvecklingen inom världsarvsområdet har utgjort en utmaning för världsarvsförvaltningen och de lokala turismaktörerna. Dels har regionen inte tidigare varit ett attraktivt besöksområde och dels har turismförvaltningsstrukturerna varit oklara. Destinationsuppbyggandet har varit problematiskt men verkar uppvisa positiva tendenser från och med år 2013 då ett nytt destinationsbolag grundades (Visit Vasa).

Transnationellt lärande inbegriper spridning av lokal kunskap och kontext, beskrivet i artikel II och artikel IV. Det offentliga deltagandet i världsarvsförvaltning och i ett områdes turismutveckling samt samverkan med andra aktörer kring gemensamma intressefrågor, utgör basen för spridning av lokal kunskap i Kvarken. Formen av kollaborativt lärande samt kapacitetsuppbyggnad genom offentligt deltagande och engagemang från samtliga intressenter medför insikt och kunskap som sprids till andra nätverk och grupperingar. Det är genom utbredning av ny kunskap och en tillbakakoppling som man erhåller former av transnationellt lärande, ett system som återkommande möjliggör lokal utveckling (se figur 7, s. 2). Lärande och kapacitetsförstärkning bereder samhällen i rurala kontexter, t.ex. i Kvarken skärgården, en möjlighet att ta del av gränsöverskridande erfarenheter och utvecklas på basen av transnationellt lärande.

Universellt lärande utgör grunder för kunskapsdemokratisering i samma mån som offentligt deltagande bärs upp av de universella rättigheterna till medbestämmande över den egna omgivningen. Institutionalisering av lärande om världsarv i grundutbildning, högskolor, universitet och forskning har uppgetts som del av de strategiska riktlinjerna inom världsarvet Höga Kusten/Kvarkens skärgård. Dessa strategier har dock inte konkretiserats och behöver uppdateras samt aktualiseras så att det transnationella och det lokala lärandet förenas. Aktörer på olika samhällsliga nivåer kan vara involverade i världsarvsrelaterade åligganden och kan gemensamt utgöra resurser för regional utveckling.

Slutligen bereder denna doktorsavhandling för världsarvsförvaltningens aktörer ett utvecklingsförslag där ett krav på offentligt deltagande utgör kärnan. Exempel på god förvaltning av naturresurser beskrivs i tabell 3 (s. 2) och präglas av faktorer som reglerar deltagande, möjliggör offentligt deltagande i planerings-, utvecklings- och beslutsprocesser, samt offentligt deltagande som stimulerar till lärande och kapacitetsuppbyggnad. Behovet av en dylik rekonstruktion av förvaltningsstrukturen uppstår då tendenser till bristfällig lokal representation och offentligt deltagande kan skönjas inom det gränsöverskridande förvaltningsorganet Samrådsgruppen för världsarvet Höga Kusten/Kvarkens skärgård. Förslagsmodellen, som inbegriper möjligheter för de lokala invånarna att delta i den gränsöverskridande världsarvsförvaltningen, innebär att man inför offentlig representation i det transnationella organet Samrådsgruppen. Detta kan ske genom att välja lokala representanter utan anknytning till partitillhörighet eller andra kvoter från varje världsarvskommun t.ex. i samband med allmänna val. Denna typ av satsning kunde bidra till innovativ utveckling av världsarvsförvaltning genom att ge de lokala invånarna kontroll och insyn i världsarvets administration och utveckling. En bredare lokal representation inom Samrådsgruppen skulle även bidra till ett större lokalt engagemang och sammankoppling mellan världsarvsdelarna, den lokala kontexten och turistindustrin.



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## Appendices

# Appendix 1. Actors and institutions framing the development of the World Heritage Kvarken Archipelago, 2016

(\* = activities and documents)

HORIZONTAL - DECISION-MAKING DIVISION					
		Government	Science, academia & education	Industry (tourism)	Civil society, NGOs & communities
V E R T I C A L - G E O G R A P H I C A L  D I V I S I O N	Supra-national & global	UNESCO (WH Convention, 1972), IUCN, EU  * Annual WH Committee meetings	Åbo Akademi University, Nordic WH Foundation, UNITWIN, ASPnet, WHTRN, Pro Geo, European Geoparks, Global Geoparks * WH conferences	UNESCO Sustainable Tourism program, Finnair	
	Trans-national	Sweden, Consultation group for WH High Coast/Kvarken Archipelago	Åbo Akademi University, Umeå University, SLU, Kvarken Council projects, Geonat, SeaGIS I & II, SGU, GTK	Ostrobothnia, regions of Västernorrland and Västerbotten, Kvarken Council's tourism projects  * Organised transnational lighthouse cruises	Kvarken Council, LEADER, Nordic WH cooperation * Annual Nordic WH meetings, Postrodden activity in Kvarken
	National	Ministry of Environment, Ministry of Culture and Education, National board of Antiquities, Finnish National Commission for UNESCO * National WH Strategy (2015)	Åbo Akademi University, HANKEN, GTK, University of Turku  * Pieni Kulttuuripuoti, WH education for educators	Visit Finland	Finnish Lighthouse Society, various foundations  * Annual national WH meetings
	Regional	Parks & Wildlife Finland (Metsähallitus), NTM, Council of Ostrobothnia, GTK, WH Kvarken Archipelago Management & Development plan (2009)	Åbo Akademi University, Vaasa University, HANKEN, VAKK, VAMK, Novia, YA, GTK, Kvarkens naturskola, Terranova  * Outdoor-camp schools	Visit Vaasa, WH Nature Tourism plan (2012)  * Regional WH tourism projects (see Appendix 11)	Aktion Österbotten (KAG, LEADER & Village), VASEK, Ostrobothnian Fisheries Association, Ostrobothnia Australis
	Local	5 WH municipalities, Kvarken WH Steering Committee and working-groups	Certified WH guides, adult education centres, Norra Korsholm WH school, museums, compulsory schools, WH in school curriculum  * Education of educators through Kvarken Council's VIS projects	Visit Vaasa, Världsarvet I Kvarken r.f., VAMK, HANKEN, museums, guides, village associations, cooperative society for Kvarken Guides  * Tourism related projects (see Appendix 11)	Mestähallitus' co-op partners, WH ambassadors, associations and the 3 <sup>rd</sup> sector, Lutheran church, Intresseföreningarna för en levande skärgård, museums, village associations, residents, second home owners * Korsholm WH strategy (2016)

The horizontal governance scale is described as the formal constitutional level of decision-making, whereas the vertical level represents institutional scale. The horizontal level includes actors in decision-making positions within a defined geographical or functional segment, within communities, regions or nations. The vertical level describes the links between these segments, for example institutional relationships from supra-national and global to the local level (Renn, 2008). The horizontal governance structure, as depicted for the purpose of this thesis, comprises actors, both public and private, government and its representatives, science, academia and educational institutions, tourism industry representation and civil society, NGOs and communities. The vertical scale depicts actor categories of power influencing in the World Heritage governance of Kvarken Archipelago.

## **Appendix 2. International World Heritage legislation**

*Australia* introduced the World Heritage Properties Conservation Act No. 5 in 1983 (Commonwealth of Australia, 1983), and since July 2000 all Australia's World Heritage properties are protected under the Environment Protection and Biodiversity Conservation Act 1999 (Australian Government Department of Environment, 1999).

With the *Republic of South Africa* World Heritage Convention Act no 49 (Republic of South Africa, 1999) the country regulates holistically the implementation of the WH Convention and its mechanisms.

The *Romanian* Law on World Heritage 2011/LXXVII entered into force on the 1st of January 2012 (Government of the Republic of Romania, 2000) (LEGEA nr. 564/2001 Pentru Aprobarea Ordonantei Guvernului nr. 47/2000 Privind Stabilirea Unor Masuri de Protectie a Monumentelor Historice Care fac Parte din Lista Patrimoniului Mondial (Government of the Republic of Romania, 2000).

*Italy* adopted special measures for the Protection and the Fruition of Italian Cultural, Landscape and Natural sites, inscribed on the World Heritage List under the Protection of UNESCO Law in 20 February 2006. N. 77 Published on the G.U. n. 58 dated 10 March 2006 (Government of the Republic of Italy, 2006).

*France* presented its determination regarding World Heritage sites in the Charter of Commitment for the Management of World Heritage sites, signed by the Minister of Culture in 2010 (Republic of France, 2011). This document is most similar a national World Heritage strategy of all above mentioned documents.

## Appendix 3. The Visby Declaration

[*Translation by the author*]

### **To the Nordic state parties for the World Heritage Convention**

The Nordic World Heritage sites were gathered to a meeting in Visby from the 29<sup>th</sup> of September – 1<sup>st</sup> of October 2010. The theme for the meeting was “*Global Responsibility in Our Hands*”. The meeting discussed the responsibility from an international, national and local perspective.

The Nordic World Heritage sites have since 1995 obtained a network for annual meetings where issues of common concern are discussed.

The Nordic World Heritage sites represent the ultimate cultural and natural values in each country and in the Nordic countries as a whole. The 34 Nordic World Heritage sites are geographically, organisationally, and from the point of view of the content, different; nonetheless, we are approached by similar and common challenges. We who are working with the Nordic World Heritage sites are relatively few in number; nevertheless, we represent Nordic expertise. We have experience and competence that we wish to be considered when developing the implementation of the World Heritage Convention on national and Nordic levels. Through Nordic cooperation we can contribute to the professionalization of the operational work.

With the support of our competence and experience we hereby make the following recommendations to the national state parties:

1. The World Heritage Convention has in all Nordic countries been applied with diverse success. In the ambition to make further development progress, every nation has to develop a national strategy.
2. In order to pursue successful governance and management in a World Heritage site, competence is required. We notify that coherent education about the World Heritage Convention and the Operational Guidelines is a matter that may be developed. Simultaneously, the number of World Heritage sites in each nation is too few for establishing a basis for educational achievements. Here, Nordic cooperation with emphasis on high qualitative management and governance education would strongly contribute to the development of our World Heritage sites.
3. Actors in World Heritage work act on different levels in society, and therefore it is a challenge to develop and maintain communication and information exchange between the different levels with the cooperation of all World Heritage sites. This could be stimulated through Nordic cooperation in the development of information and knowledge distribution through the establishment of a Nordic World Heritage portal on the Internet and through structured cooperation within the Nordic network.

The Nordic Network will continue to attend to these questions during further meetings. We await the state parties’ view on this declaration

Visby 1<sup>st</sup> of October, 2010

Lars Grönberg	Louise Rue Moos	Naja Holm	Susanna Ollqvist	Reidunn Laura Andreassen
Sweden	Denmark	Greenland	Finland	Norway

# Visbydeklarationen

[*Swedish original version*]

## Till de nordiska statsparterna för Världsarvskonventionen

De nordiska världsarven var samlade till möte i Visby den 29 september - 1 oktober 2010 under temat "*Global Responsibility in Our Hands*". Mötet diskuterade detta ansvar ur ett internationellt, nationellt och lokalt perspektiv.

De nordiska världsarvsplatserna har sedan 1995 haft ett nätverk som håller årliga möten och behandlar frågor av gemensamt intresse.

Världsarven i Norden representerar det yppersta av kultur- och naturvärden i respektive land och i Norden som helhet. De 34 nordiska världsarven är geografiskt, organisatoriskt och innehållsmässigt olika, men trots det möter vi likartade och gemensamma utmaningar. Vi som arbetar med de nordiska världsarven är relativt få, men utgör dock den nordiska expertisen. Vi har erfarenheter och kompetens som vi önskar tillvaratas i vidareutvecklingen av hur Unescos Världsarvskonvention implementeras på nationell och nordisk nivå. Vi kan genom det nordiska samarbetet bidra till en professionalisering av det operativa arbetet.

Med stöd av vår kompetens och våra erfarenheter vill vi härmed lämna rekommendationer till de nationella statsparterna:

1. I alla nordiska nationer har världsarvskonventionen tillämpats men med varierande framgång. För att ta ytterligare steg i utvecklingen av världsarvskonventionens implementering bör varje nation utveckla en nationell strategi.
2. Att bedriva ett framgångsrikt förvaltningsarbete och management i det enskilda världsarvet kräver kompetens. Vi noterar att sammanhållen utbildning kring Världsarvskonventionen och Operational Guidelines är ett område som kan utvecklas. Samtidigt är antalet världsarv i den enskilda nationen för få för att bilda underlag för sådana utbildningsinsatser. Här kan ett nordiskt samarbete kring högkvalitativa management- och förvaltningsutbildningar starkt bidra till en utveckling av våra världsarv.
3. Aktörerna i världsarvsarbetet verkar på olika nivåer i samhället, och det är en utmaning att kommunikationen och informationsutbytet mellan nivåerna utvecklas och vidmakthålls och att alla världsarv blir delaktiga i detta. Detta kan stimuleras genom ett utvecklat nordiskt samarbete för informations- och kunskapsspridning genom etablering av en nordisk Världsarvsportal på Internet och genom det strukturerade samarbetet i det nordiska nätverket.

Det nordiska nätverket kommer att fortsätta behandla dessa frågor under kommande möten. Vi emotser statsparternas synpunkter på denna deklaration.

Visby den 1 oktober 2010

Lars Grönberg	Louise Rue Moos	Naja Holm	Susanna Ollqvist	Reidunn Laura Andreassen
Sverige	Danmark	Grönland	Finland	Norge

## **Appendix 4. Clause of Intention for the World Heritage Kvarken Archipelago**

*[Translation by the author]*

### **Clause of Intention**

The Kvarken Archipelago and the High Coast are together an unique geological unit, where the traces of the inland ice and the last thousands of years of land elevation characterizes nature and culture. The progressive land elevation is also a unique example of landscapes under continuous change. The Finnish government will on the basis of the geological values propose the Finnish side of Kvarken to UNESCO's World Heritage list, as an extension of the natural World Heritage High Coast.

- The goal with the World Heritage is that geological, biological and cultural values in the Kvarken Archipelago will be preserved. If 'Kvarken Archipelago' is enlisted on UNESCO's World Heritage list Finland will grantee that the area's values will last and develop.
- The goal with the World Heritage application is to increase their knowledge of geological, biological and cultural values in Kvarken Archipelago, both internationally, nationally as well as regionally and locally
- The World Heritage 'Kvarken Archipelago' may through profiting the value received by the attention stimulate economic development in the area
- The World Heritage area shall be governed according to Finnish law. There is no need for new legislation, regulations, new protected areas, or sharpening of the present protection regulations for the World Heritage Kvarken Archipelago
- Management and use of nature protected areas within the proposed World Heritage area shall be planned and realised in cooperation between locals and responsible authority
- The classification as World Heritage shall not intrude on living or nature based livelihoods, as fishing, hunting, domestic fur farming, agriculture, forestry and traditional construction in the area.
- A consultation group on regional level will be constituted to handle questions regarding governance, management and development of the World Heritage, questions regarding accessibility, service, marketing etc.

Signed by the following authorities:

Environmental central for the West of Finland, Mestähallitus and the Council of Ostrobothnia

Municipalities concerned: Malax, Vaasa, Korsnäs, Maxmo, Korsholm, Vörå

[*Swedish original version*]

### **Avsiktsförklaring**

Kvarkens skärgård och Höga Kusten är tillsammans en unik geologisk helhet, där inlandsisens spår och de senaste årtusendens landhöjning präglar natur och kultur. Den pågående landhöjningen är också ett unikt exempel på landskap under ständig förändring. Finlands regering skall på basen av de geologiska värdena föreslå finländska sidan Kvarken till UNESCO:s naturvärldsarvslista, som en utvidgning av det befintliga naturvärldsarvet Höga Kusten.

- Målet med världsarvet är att de geologiska, biologiska och kulturella värdena i Kvarkens skärgård skall bevaras. Om "Kvarkens skärgård" upptas på UNESCO:s världsarvslista garanterar Finland att områdets värden består och utvecklas.
- Målet med världsarvsansökan är att öka kännedomen om de geologiska, biologiska och kulturella värdena i Kvarkens skärgård, såväl internationellt, nationellt, som regionalt och lokalt
- Världsarvet "Kvarkens skärgård" kan genom att nyttja det värde uppmärksamheten ger bidra till att stimulera ekonomisk utveckling i området.
- Världsarvsområdet skall förvaltas i enlighet med finsk lagstiftning. Det behövs inte nya lagar, förordningar, nya skyddsområden, eller någon skärpning av nuvarande skyddsbestämmelser för Kvarkens skärgård som världsarv.
- Skötsel och nyttjande av de naturskyddade områden som ingår i världsarvsförslaget skall planeras och förverkligas i samarbete mellan lokalbefolkningen och ansvariga myndigheter.
- En klassificering som världsarv skall inte inverka på boende eller på de areella näringarna, såsom fiske, jakt, pälsdjursfarmning, jord- och skogsbruk samt traditionellt byggande i området.
- En samrådsgrupp på regional nivå bildas för att behandla frågor rörande världsarvets förvaltning, skötsel och utveckling, frågor om tillgänglighet, service och marknadsföring med mera.

Undertecknas av följande instanser:

Västra Finlands miljöcentral, Forststyrelsen och Österbottens förbund.

Berörda kommuner: Malax, Vasa, Korsnäs, Maxmo, Korsholm, Vörå



## Appendix 5. The action plan in the Management and Development Plan for the World Heritage Kvarken Archipelago

The original plan of actions (2009–2020) in the *Management and Development Plan of the World Heritage Kvarken Archipelago* (Ollqvist, 2009) presents the numbered actions from 1 to 91 during the time span of 2009 to 2020. They are categorised in the following sections: management, information points and visitors' centre, signposting, marketing, education, preserve and protect, research and inventory, key indicators, inhabitants, visitors.

Main categories and action nr.	Actions	Page nr. in plan	Time table	Funding	Priority I=Acute II=High III= Low	Responsible instance	Working-group
<b>Management</b>							
1							
...							
17							
<b>Information points and visitors' centre</b>							
18							
...							
22							
<b>Signposting</b>							
23							
...							
25							
<b>Marketing</b>							
26							
...							
31							
<b>Education</b>							
32							
...							
38							
<b>Preservation and protection</b>							
39							
...							
48							
<b>Research and inventory</b>							
49							
...							
60							
<b>Key indicators</b>							
61							
...							
67							
<b>Inhabitants</b>							
68							
...							
78							
<b>Visitors</b>							
79							
...							
91							

## Appendix 6. Participatory techniques indicating degree of involvement

Source: Luyet, Schlaepfer, Parlange, and Buttler, 2012). Shaded areas involve co-decision making and empowerment of participants.

Participation technique	Information	Consultation	Collaboration	Co-decision	Empowerment
Newsletters	X				
Reports	X				
Presentations & public hearings	X	X	X		
Internet & webpages	X	X			
Interviews, questionnaires & surveys	X	X	X		
Field visits & interactions	X	X	X		
Workshops		X	X	X	X
Participatory mapping			X	X	X
Focus groups			X	X	X
Citizen juries		X	X	X	X
Geospatial / decisions support systems	X	X	X	X	
Cognitive maps	X	X	X		
Role playing			X	X	X
Multi criteria analysis			X	X	
Scenario analysis		X	X	X	X
Consensus conferences		X	X	X	X

## **Appendix 7. 'Participation', 'stakeholder' and 'local community' in the Operational Guidelines for the WH Convention (2015)**

*'Participation'* is mentioned in the following sections: **I.C The States Parties to the World Heritage Convention, 12)** States Parties to the Convention are encouraged to ensure the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, non-governmental organizations (NGOs) and other interested parties and partners in the identification, nomination and protection of World Heritage properties; **II.C Tentative Lists, 64)** States Parties are encouraged to prepare their Tentative Lists with the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, NGOs and other interested parties and partners; **II.F Protection and management, 119)** [...] Legislations, policies and strategies affecting World Heritage properties should ensure the protection of the Outstanding Universal Value, support the wider conservation of natural and cultural heritage, and promote and encourage the active participation of the communities and stakeholders concerned with the property as necessary conditions to its sustainable protection, conservation, management and presentation; **III.A Preparation of Nominations, 123)** Participation in the nomination process of local communities, indigenous peoples, governmental, non-governmental and private organizations and other stakeholders is essential to enable them to have a shared responsibility with the State Party in the maintenance of the property. States Parties are encouraged to prepare nominations with the widest possible participation of stakeholders and to demonstrate, as appropriate, that the free, prior and informed consent of indigenous peoples has been obtained, though, inter alia making the nominations publicly available in appropriate languages and public consultations and hearings; **VI.A Objectives, 211 d)** to increase the participation of local and national populations in the protection and presentation of heritage; and finally in **VI.C Awareness-raising and education, 220)** States Parties are encouraged to develop educational activities related to World Heritage with, wherever possible, the participation of schools, universities, museums and other local and national educational authorities.

*'Stakeholders'* are described in the following sections of the WH Convention: **I.C The States Parties to the World Heritage Convention,**

12) States Parties to the Convention are encouraged to ensure the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, non-governmental organizations (NGOs) and other interested parties and partners in the identification, nomination and protection of World Heritage properties; **I.I Partners in the protection of World Heritage, 40)** Partners in the protection and conservation of World Heritage can be those individuals and other stakeholders, especially local communities, indigenous peoples, governmental, non-governmental and private organizations and owners who have an interest and involvement in the conservation and management of a World Heritage property.

*‘Local communities’* are finally mentioned in the following sections of the WH Convention: **I.C The States Parties to the World Heritage Convention, 12)** States Parties to the Convention are encouraged to ensure the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, non-governmental organizations (NGOs) and other interested parties and partners in the identification, nomination and protection of World Heritage properties; **I.I Partners in the protection of World Heritage 40)** Partners in the protection and conservation of World Heritage can be those individuals and other stakeholders, especially local communities, indigenous peoples, governmental, non-governmental and private organizations and owners who have an interest and involvement in the conservation and management of a World Heritage property; **II.C Tentative Lists, 64)** States Parties are encouraged to prepare their Tentative Lists with the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, NGOs and other interested parties and partners; **II.E Integrity and/or authenticity, 90)** For all properties nominated under criteria (vii) - (x), bio-physical processes and landform features should be relatively intact. However, it is recognized that no area is totally pristine and that all natural areas are in a dynamic state, and to some extent involve contact with people. Human activities, including those of traditional societies and local communities, often occur in natural areas. These activities may be consistent with the Outstanding Universal Value of the area where they are ecologically sustainable; **III.A Preparation of Nominations, 123)** Participation in the nomination process of local communities, indigenous peoples, governmental, non-governmental and private organizations and other stakeholders is essential to enable them to have a shared responsibility with the State

Party in the maintenance of the property. States Parties are encouraged to prepare nominations with the widest possible participation of stakeholders and to demonstrate, as appropriate, that the free, prior and informed consent of indigenous peoples has been obtained, through, inter alia making the nominations publicly available in appropriate languages and public consultations and hearings.

## Appendix 8. Respondents and interview guide 2010

### *I. Interviews in Finland and Sweden*

#### A. Respondents

Name	Date	Organisation	Location
<b>Finland</b>			
Susanna Ollqvist	10.11 2009	Metsähallitus, Ostrobothnia	Vaasa
Kari Hallantie	07.01 2010	Metsähallitus, Ostrobothnia	Vaasa
Christina Öling	11.01 2010	Vörå-Maxmo municipality	Vörå-Maxmo
Anita Ismark	12.01 2010	Korsnäs municipality	Korsnäs
Olav Jern	13.01 2010	Regional Council of Ostrobothnia	Vaasa
Mats Brandt	25.01 2010	Malax municipality	Malax
Markku Lumio	28.01 2010	City of Vaasa	Vaasa
Rurik Ahlberg	08.02 2010	Korsholm municipality	Korsholm
Pertti Sevola	22.02 2010	NTM, South Ostrobothnia	Vaasa
Leena Rinkineva-Kantola	07.04 2010	NTM, South Ostrobothnia	Vaasa
Henrik Sandström	12.04 2010	Föreningen Nylands friluftsområden	Vaasa
Jukka-Pekka Flander	16.11 2010	Ministry of the Environment	Helsinki
<b>Sweden</b>			
Bo Edman	01.12 2009	Örnsköldsvik municipality	Örnsköldsvik
Ulf Breitholtz	01.12 2009	Kramfors municipality	Kramfors
Siv Nyberg	01.12 2009	Kramfors municipality	Kramfors
Milly Lundstedt	02.12 2009	County Administrative Board of Västernorrland	Härnösand
Per Sander	02.12 2009	County Administrative Board of Västernorrland	Härnösand
Susanne Sahlin	02.12 2009	County Administrative Board of Västernorrland	Härnösand
Britt-Marie Lindström	02.12 2009	County Administrative Board of Västernorrland	Härnösand
Leif Lindholm	18.01 2010	Örnsköldsvik municipality	Örnsköldsvik
Micael Mellander	18.01 2010	Kramfors municipality	Kramfors
Mats Henriksson	19.01 2010	County Administrative Board of Västernorrland	Midlanda
Jan Turtinen	30.03 2010	Swedish National Heritage Board	Stockholm
Rolf Löfgren	30.03 2010	Swedish Environmental Protection Agency	Stockholm
Sten-Olov Altin	31.03 2010	County Administrative Board of Västernorrland	Umeå

## **B. Interview guide (broad interview clusters)**

### **Rolf Löfgren (Swedish Environmental Protection Agency) and Jan Turtinen (Swedish National Heritage Board)**

- High Coast nomination process.
- Scientific legitimacy
- Region with national special status
- The capacity within the County
- The link to UNESCO
- Marketing of the World Heritage site
- The transnational World Heritage site
- Education

### **Pekka Flander (Ministry of the Environment)**

- The World Heritage background in Finland
- The nomination process in Kvarken
- Scientific legitimacy
- The background for Metsähallitus as the mandate holder for Kvarken World Heritage site
- The link to UNESCO
- Marketing of the World Heritage site
- The transnational World Heritage site
- Education

### **Britt-Marie Lindström and Sten-Olov Altin (County Administrative Board of Västernorrland), Olav Jern (the Regional Council of Ostrobothnia), Kari Hallantie (Metsähallitus, Ostrobothnia), Pertti Sevola and Leena Rinkineva-Kantola (NTM, South Ostrobothnia)**

- Strategy and vision
- Value basis
- Governance duty
- Management- and development plan
- World Heritage questions within your organisations
- Future for World Heritage finance
- Transnational site and governance

### **Milly Lundstedt, Per Sander, Mats Henriksson (County Administrative Board of Västernorrland)**

- Background and construction of the World Heritage High Coast
- Present stage of the World Heritage site
- The future for the World Heritage High Coast
- Transnational site and governance

### **Susanna Ollqvist (Metsähallitus, Ostrobothnia)**

- Construction background (2007-2009)
- Present stage of the World Heritage site
- The future for the World Heritage Kvarken Archipelago
- Transnational site and governance

### **Municipalities in High Coast and Kvarken**

- Strategy and vision
- World Heritage questions within your organisations
- World Heritage and regional development
- The future for the World Heritage in municipalities
- Transnational site and governance

## II. Email survey respondents in Finland and Sweden

### **A. Kvarken Archipelago (Finland)**

#### **Steering Committee for the World Heritage Kvarken Archipelago**

Korsholm municipality	Rurik Ahlberg and Katarina Heikius
Korsnäs municipality	Anita Ismark and Ralf Sjöberg
Malax municipality	Margaretha Nyman-Klemets and Christina Nygård
Vörå-Maxmo municipality	Tom Holtti and Peter Rex
City of Vaasa	Veli-Matti Laitinen
GTK	Runar Blomqvist and Olli Breilin
Finnish Maritime Agency	Eirik Klockars and Jarkko Hirvelä
VASEK	Pekka Haapanen and Juhani Ahola
Bothnia Tourist Association	Erkki Laakso and Kenth Nedergård
Ostrobothnia Museum/Terranova	Vesa Heinonen and Sonja Österholm-Granqvist
Finnish National Board of Antiquities	Annika Harjula and Maria Kurtén
Council of Ostrobothnia	Olav Jern and Saini Heikkuri-Alborzi
NTM, South Ostrobothnia	Pertti Sevola and Leena Rinkineva-Kantola
Metsähallitus, Ostrobothnia	Kari Hallantie, Susanna Ollqvist and Nina Överholm
Björköby skifteslag (commons)	Hans Winberg and Yngve Svens
Replot bys samfällighet (commons)	Martin Håkans and Elis Nykvist
Norra Vallgrund skifteslag och Södra	
Vallgrund samfällighet (commons)	Christel Holmlund-Norrén and Rolf Sund
Bergö skifteslag (commons)	Rolf-Erik West and Harry Berglund
Sundom samfälligheter (commons)	Folke Östergårds and Jan-Erik Backholm
Molpe bys skifteslag (commons)	Måns Holming and Göran Östberg
Maxmo skärgårds samfällighet (commons)	John Erickson and Kurt Finne
ÖSP	Mikael Norrgård and Mikael Nord
Natur och miljö & Vasa miljöförening	Tom Gullberg and Anna Swanljung
Ostrobothnia Australis r.f.	Ingvar Fagerholm and Niclas Fritzén

#### **Land-use working-group**

NTM, South Ostrobothnia	Eva Sund-Knuuttila
City of Vaasa	Christine Bonn

#### **Marketing working-group**

Congress Vaasa/City of Vaasa	Maria Backman
Gaia Events, Vaasa	Jan Gäddnäs
Varppi, Maxmo	Jussi Mendelin
Replot-Björkö Turism r.f.	Karin Dahlström
Björkö Wärdshus, Korsholm	Göran Antila
Replot skärgårds hembygdsförening r.f.	Maria Hällund

#### **Working-group for information, service and infrastructure**

NTM, South Ostrobothnia	Kaarlo Lepistö
Malax municipality	Mats Brandt
Korsnäs municipality	Ann-Sofi Backgren
Forststyrelsen	Sanna-Kaisa Juvonen



## **B. High Coast (Sweden)**

### **Kramfors municipality**

Ulf Breitholtz  
Micael Melander  
Janne Mellander  
Rolf Wickström  
Siv Nyberg  
Hans Bylund  
Carl - Gerhard Lindberg  
Marja Edman  
Andreas Gylling  
Jessica Sjögren  
Lars Häggkvist

### **Örnsköldsvik municipality**

Siv Sandberg  
Bosse Edman  
Patrik Karlin  
Lars Söderlind  
Maggis Frisk  
Sune Westberg  
Tommy Dickens  
Anders Lindström  
Thomas Birkö  
Helen Sahlin  
Charlotte Westberg  
Fredrik Holmgren  
Anne-Sofie Westerlind  
Carina Edblad  
Sonja Eliasson  
Inger Edin  
Johanna Martinell  
Leif Lindholm  
Mats Löfroth  
Åke Collin

### **County Administrative Board of Västernorrland**

Anna Carlemalm  
Kerstin Wörler  
Mats Henriksson  
Britt-Marie Lindström  
John Granbo  
Per Sander  
Sten-Olov Altin  
Göran Nordin  
Charlotta Nygård  
Susanne Sahlin

### **Swedish Environmental Protection Agency**

Rolf Löfgren

### **Swedish Forest Agency**

Anders Engström

### **Others**

Tero Libell  
Maria Lundkvist  
Erika Larsson  
Ingrid Viklands  
Görel Thurdin  
Lennart Ramström  
Barbro Sixtensson  
Hans Erik Näslund  
Karin Netterlund  
Måna Nilsson  
Karl-Anders Nordström  
Jakob Näslund  
Mats de Wahl  
Solveig Nordin-Zamano  
Ruben Madsen

## Appendix 9. Questionnaires in Kvarken and High Coast, 2011

### A. Questionnaire sent to the locals in the World Heritage Kvarken Archipelago, Finland

#### Lokalbefolkningens uppfattning om världsarvet Kvarkens skärgård, Unesco och turism 2011

Bästa skärgårdsbo,

Du har nu möjlighet att delta i en undersökning om skärgårdsbefolkningens åsikter om världsarvet och turismen i skärgården. Avsikten är att utreda lokalbefolkningens åsikter, attityder och uppfattningar om turismen sedan skärgården utnämndes till Unescos världsarv 2006. Studien kommer att ge en klarare inblick i invånarnas åsikter och hur de uppfattar effekterna av världsarvsstatusen och turismen. En identisk undersökning görs samtidigt i Höga Kusten, Sverige.

Undersökningen riktar sig till alla hushåll i världsarvsområdet samt närliggande skärgårdssamhällen och utförs av *Enheten för landsbygdsforskning vid Åbo Akademi* i Vasa. Kontaktperson är PL Stina Svells och arbetet görs som en del av hennes doktorsavhandling. En skriftlig rapport över resultatet blir klar under våren 2012 och kommer att vara tillgänglig i publikationsserien *Forskningsrapporter i demografi och landsbygdsforskning*.

Ditt deltagande är frivilligt. Strikta regler för datasekretess följs, varför anonymitet garanteras. Om du har frågor om undersökningen, vänligen kontakta PL Stina Svells 06-324 7103 ([ksvels@abo.fi](mailto:ksvels@abo.fi)). Du kan även kontakta lektor Tore Weijola 06-3247463 [tore.weijola@abo.fi](mailto:tore.weijola@abo.fi).

Vi ber er svara på frågorna individuellt och så noggrant som möjligt. Returnera det ifyllda formuläret i bifogade svarskuvert senast **30.9 2011**. Mottagaren betalar portot.

Ett stort tack för att du tar dej tid att medverka i en undersökning som är viktig för skärgårdens utveckling!

Med vänliga hälsningar,  
*Stina Svells*

**JOS HALUATTE SUOMENKIELISEN VERSION, YSTÄVÄLLISESTI OTTAKAA YHTEYTTÄ [ksvels@abo.fi](mailto:ksvels@abo.fi)**

Ringa in på en skala mellan 1 (helt av annan åsikt) och 5 (instämmer helt) det alternativ som du tycker bäst motsvarar din egen åsikt

**1=helt av annan åsikt 2=håller inte med 3=är lite osäker 4=håller med 5=instämmer helt**

A. UNESCO FRÅGOR					
1. Jag har en tydlig bild av vad "Unesco" sysslar med.	1	2	3	4	5
2. Kvarken upptogs på Unescos lista över världsarv för att den på ett unikt sätt visar den senaste istidens geologiska omdaning av skärgårds- och kustmiljön.	1	2	3	4	5
3. Kvarken togs med på Unescos lista över världsarv på basis av de skyddade naturområdena och den värdefulla kulturmiljön i skärgården.	1	2	3	4	5
4. Jag är inte helt säker på varför Kvarken kom med på Unescos lista över världsarv.	1	2	3	4	5
5. Utnämningen till Unescos världsarv har ökat stoltheten bland lokalbefolkningen för deras livsmiljö.	1	2	3	4	5
6. Marknadsföringen av och publiciteten kring Kvarkens status som Unescos världsarv beskriver bra hurdan vår skärgård verkligen är.	1	2	3	4	5
7. Skärgårdens status som Unescos världsarv har höjt profilen för den miljö vi lever i.	1	2	3	4	5
8. Jag tyckte vi hade det bättre innan Unesco tog upp oss på sin lista över världsarv.	1	2	3	4	5

1 = helt av annan åsikt 2 = håller inte med 3 = är lite osäker 4 = håller med 5 = instämmer helt

9. På det hela taget har vi nytta av skärgårdens status som Unescos världsarv.	1	2	3	4	5
10. Tack vare Unesco -utmärkelsen känner jag mig mycket optimistisk när det gäller skärgårdens framtid.	1	2	3	4	5
11. Det satsas alltför lite på marknadsföring av Kvarkenskärgården som ett Unesco världsarv.	1	2	3	4	5
<b>B. VÄRLDSARV OCH ALLMÄNT OM TURISM</b>					
12. Utan status som Unescos världsarv skulle turismen i skärgården minska.	1	2	3	4	5
13. Det flesta turister väljer att besöka Kvarkenområdet för att här finns ett av Unescos världsarv.	1	2	3	4	5
14. Turisterna skulle komma hit ändå fast Kvarken inte skulle vara ett av Unescos världsarv.	1	2	3	4	5
15. Antalet företag inom turismen har ökat i skärgården sedan den kom med på Unescos lista över världsarv.	1	2	3	4	5
16. Skärgårdens nya status som Unescos världsarv har attraherat fler turister till Kvarkens skärgård.	1	2	3	4	5
<b>C. ÅSIKTER OM LOKALOMGIVNINGEN</b>					
17. Jag tycker att man bäst kan beskriva Kvarkenområdet som ett turistmål där naturarvet har stor dragningskraft.	1	2	3	4	5
18. Enligt min åsikt representerar fisket och båtbyggandet bäst näringslivet i skärgården.	1	2	3	4	5
19. Kommunen borde satsa mera på vindkraftsutveckling i skärgården än på turismutveckling.	1	2	3	4	5
20. Jag tycker världsarvet har haft större positiv betydelse än Replotbron för turismen i skärgården.	1	2	3	4	5
<b>D. TURISMENS PÅVERKAN</b>					
21. Trafik- och parkeringsproblemen har ökat i skärgården till följd av den ökade turismen.	1	2	3	4	5
22. Efterfrågan och priserna på fastigheter i skärgården har ökat till följd av turismen.	1	2	3	4	5
23. Livskvaliteten i skärgården har sjunkit på grund av turismen.	1	2	3	4	5
24. Det finns mera förorening och skräp i skärgården på grund av turismen.	1	2	3	4	5
25. Turismen har sparat ur och är alltför dominerande i skärgården.	1	2	3	4	5
26. Turismen har höjt levnadskostnaderna i skärgården.	1	2	3	4	5
27. Turismen har förbättrat servicen i affärer, restauranger och inkvartering på orten.	1	2	3	4	5
28. Lokala företag har blivit alltför beroende av turismen och bryr sig mindre om ortsbornas behov.	1	2	3	4	5
29. Skärgården känns inte längre som "min" efter alla förändringar som Unesco och turismen har fört med sig.	1	2	3	4	5
30. Tack vare turismen finns det fler arbetstillfällen för ortsborna.	1	2	3	4	5
31. Unesco-utmärkelsen och turismen, som följt där av, har på ett märkbart sätt förändrat skärgården.	1	2	3	4	5
32. Främjandet av turismen stjäl resurser och hindrar finansieringen av viktigare lokala projekt.	1	2	3	4	5

1 = helt av annan åsikt 2 = håller inte med 3 = är lite osäker 4 = håller med 5 = instämmer helt

33. Turismen är bra för den lokala ekonomin.	1	2	3	4	5
34. Jag tycker man borde tona ned uppmärksamheten på Unesco - utmärkelsen samt turismen och inrikta sig mera på andra strategier för ekonomisk utveckling.	1	2	3	4	5
35. De flesta som jobbar inom turismen i skärgården har inga sociala kontakter med övriga orsbor.	1	2	3	4	5
36. Nyttan av turismen fördelar sig ojämnt mellan skärgårdsborna.	1	2	3	4	5
37. Kommunen förlitar sig alltför mycket på den turism som imagen från Unescos världsarv förväntas ge.	1	2	3	4	5
<b>E. ÅSIKTER OM TURISMEN, PRIORITERINGAR OCH MÖJLIGHET TILL INFLYTANDE OCH MEDVERKAN (LOKALT)</b>					
38. Allmänt taget är invånarna på orten positiva till att fler turister kommer hit.	1	2	3	4	5
39. Kommunens beslutsfattare och tjänstemän är mera engagerade i turismen än i lokala frågor.	1	2	3	4	5
40. Turismorganisationerna och kommunen borde satsa mera pengar på att marknadsföra Kvarkens skärgården som ett Unesco världsarv.	1	2	3	4	5
41. Ortsborna borde ha mer att säga till om när man planerar satsningar på turism i samhället.	1	2	3	4	5
42. Min kommun gör ett bra jobb när det gäller att styra utvecklandet av turismen.	1	2	3	4	5
43. Det finns tillräckligt med möjligheter för invånarna att medverka i planeringen av turismen i skärgården.	1	2	3	4	5
44. Invånarna och näringslivet har olika syn på hur turismen borde utvecklas i framtiden.	1	2	3	4	5
45. Vår kommun har gjort ett utmärkt jobb när det gäller att balansera mellan lokalinvånarnas behov och önskan att öka turismen.	1	2	3	4	5
<b>F. VÄRLDSARVSSTATUSENS LOKALA INVERKAN</b>					
46. Priset på bostads- och fritidshus i skärgården har stigit till följd av Kvarkens nya status som Unescos världsarv.	1	2	3	4	5
47. Det har kommit många nya invånare till skärgården efter att vi fick Unescos status som världsarv.	1	2	3	4	5
48. Jag tyckte genast från början om idén att vi skulle kunna få status som Unescos världsarv.	1	2	3	4	5
49. Invånarna hade tillräckliga möjligheter att ge sin åsikt under ansökningsprocessen för världsarvet (före 2006).	1	2	3	4	5
50. "Vi-känslan" har ökat efter Unesco -utmärkelsen.	1	2	3	4	5
51. Unesco -utmärkelsen har ökat de lokala invånarnas medvetenhet om sin egen historia och lokalmiljö.	1	2	3	4	5
52. Jag är villig att avstå från rätten röra mig helt fritt i skärgården ifall staten skulle ge oss mera ekonomiskt stöd för världsarvsutveckling.	1	2	3	4	5

För varje nedanstående fråga (frågorna 51 - 59), kryssa för ett (1) för dej personligen lämpligt alternativ.

53. Jag som fyllt i formuläret är: ☐ man ☐ kvinna
54. Ålder: ☐ 18-35 ☐ 36-45 ☐ 46-55 ☐ 56-65 ☐ över 65
55. Är du företagare? ☐ ja ☐ nej
- Om du svarat ja, inom vilken kategori? ☐ jordbruk ☐ fiske ☐ turism ☐ annan
56. Har ditt yrke eller ditt företag direkt anknytning till turismen? ☐ Ja ☐ Nej
57. Högsta utbildningsnivå (kryssa en): ☐ grundskola/folkskola ☐ gymnasium/institut/yrkesskola  
☐ universitet/högskola ☐ annan
58. Bosatt i: ☐ Molpe ☐ Bergö ☐ Norra/Södra Vallgrund ☐ Replot  
☐ Söderudden/Klobbskat/Panike ☐ Björköby ☐ Västerö/Österö ☐ annan ort
59. Antal år jag bott eller haft sommarstuga i Kvarkens skärgård: ☐ mindre än 5 år ☐ 5-10 år ☐ 11-20 år ☐ 21-40 år ☐ mer än 40 år
60. Permanent bosatt i skärgården: ☐ ja ☐ nej
61. Om inte permanent bosatt: Den sammanlagda tiden jag bor i skärgården per år  
☐ 1-2 månader per år ☐ 3-5 månader per år ☐ över 6 månader per år
62. Inverkade världsarvet på ditt beslut för att flytta hit ifall du flyttade till orten efter 2006?  
☐ Nej ☐ Ja. Om ja, på vilket sätt?

#### Slutligen några frågor om hushållet:

63. Antal personer i hushållet dig själv medräknad.

Ålder 0 – 6 år \_\_\_\_\_ personer  
 7 – 17 år \_\_\_\_\_  
 18 – 64 år \_\_\_\_\_  
 65 år fyllda \_\_\_\_\_

64. Hushållets hemspråk: ☐ endast svenska ☐ endast finska ☐ både svenska och finska ☐ annat språk
65. Hushållets årliga brutto inkomstnivå: ☐ under 15 000 € ☐ 15 000 – 25 000 € ☐ 25 000 – 35 000 €  
☐ 35 000 – 45 000 € ☐ 45 000 – 55 000 € ☐ över 55 000 €

66. Övriga kommentarer:

## B. Questionnaire sent to the locals in the World Heritage High Coast, Sweden:

### Lokalbefolkningens uppfattning om världsarvet Höga Kusten, Unesco och turism 2011

#### Bästa Höga Kusten-bo,

Du har nu möjlighet att delta i en undersökning om Höga Kusten befolkningens åsikter om världsarvet och turismen i området. Avsikten är att utreda lokalbefolkningens åsikter, attityder och uppfattningar om turismen sedan Höga Kusten utnämndes till Unescos världsarv 2000. Studien kommer att ge en klarare inblick i invånarnas åsikter och hur de uppfattar effekterna av världsarvsstatusen och turismen. En identisk undersökning görs samtidigt i Kvarkens skärgård, Finland och i 4 andra världsarv i Kanada och Peru.

Undersökningen riktar sig till utvalda hushåll i världsarvsområdet samt närliggande landsbygdssamhällen och utförs av *Enheten för landsbygdsforskning vid Åbo Akademi* i Vasa (Finland). Kontaktperson är PL Stina Svells och arbetet görs som en del av hennes doktorsavhandling. En skriftlig rapport över resultatet blir klar under våren 2012.

Ditt deltagande är frivilligt. Strikta regler för datasekretess följs, varför anonymitet garanteras. Om du har frågor om undersökningen, vänligen kontakta PL Stina Svells +358-6-324 7103 ([ksvells@abo.fi](mailto:ksvells@abo.fi)). Du kan även kontakta världsarvs koordinatör Milly Lundstedt 070-191 7676 [milly.lundstedt@lansstyrelsen.se](mailto:milly.lundstedt@lansstyrelsen.se).

Vi ber er svara på frågorna individuellt och så noggrant som möjligt. Returnera det ifyllda formuläret i bifogade svarskuvert senast **13.11.2011**. Mottagaren betalar portot. Enkäten genomförs i samarbete med Länsstyrelsen i Västernorrland (dr.nr. 512-4034-2011), Kramfors och Örnsköldsviks kommun.

Som tack för att du svarat har du möjlighet att få ta del av någon av följande upplevelser:

*Skärgårdsbuffé för två på Ulvö Hotell ~ Middag för två på Hotell Höga Kusten ~*

*Klättring för två med Via Ferrata, Skuleberget*

Bifoga svars kupongen med enkäten om du vill delta i utlottningen.

Ett stort tack för att du tar dig tid att medverka i en undersökning som är viktig för Höga Kustens utveckling!

Med vänliga hälsningar,

**Stina Svells**

Ringa in på en skala mellan 1 (helt av annan åsikt) och 5 (instämmer helt) det alternativ som du tycker bäst motsvarar din egen åsikt

1=helt av annan åsikt 2=håller inte med 3=är lite osäker 4=håller med 5=instämmer helt

A. UNESCO FRÅGOR					
1. Jag har en tydlig bild av vad "Unesco" sysslar med.	1	2	3	4	5
2. Höga Kusten upptogs på Unescos lista över världsarv för att området på ett unikt sätt visar på hur landhöjningen påverkat landskapet.	1	2	3	4	5
3. Höga Kusten togs med på Unescos lista över världsarv på basis av områdets skyddade naturområden och värdefulla kulturmiljö.	1	2	3	4	5
4. Jag är inte helt säker på varför Höga Kusten kom med på Unescos lista över världsarv.	1	2	3	4	5
5. Utnämningen till Unescos världsarv har ökat stoltheten bland lokalbefolkningen för deras livsmiljö.	1	2	3	4	5
6. Marknadsföringen av och publiciteten kring Höga Kustens status som Unesco-världsarv beskriver bra hur vårt område verkligen är.	1	2	3	4	5
7. Höga Kustens status som Unesco-världsarv har höjt profilen för den miljö vi lever i.	1	2	3	4	5

*En investering för framtiden*



1 = helt av annan åsikt, 2 = håller inte med, 3 = är lite osäker, 4 = håller med 5 = instämmer helt

8. Jag tyckte vi hade det bättre innan Unesco tog upp oss på sin lista över världsarv.	1	2	3	4	5
9. På det hela taget har vi nytta av Höga Kustens status som Unescos världsarv.	1	2	3	4	5
10. Tack vare Unesco-utmärkelsen känner jag mig mycket optimistisk när det gäller Höga Kustens framtid.	1	2	3	4	5
11. Det satsas alltför lite på marknadsföring av Höga Kusten som ett Unesco världsarv.	1	2	3	4	5
<b>B. VÄRLDSARV OCH ALLMÄNT OM TURISM</b>					
12. Utan status som Unescos världsarv skulle turismen i Höga Kusten minska.	1	2	3	4	5
13. Det flesta turister väljer att besöka Höga Kusten för att här finns ett Unesco-världsarv.	1	2	3	4	5
14. Turisterna skulle komma hit ändå fast Höga Kusten inte skulle vara ett av Unesco utnämnt världsarv.	1	2	3	4	5
15. Antalet företag inom turismen har ökat i området sedan Höga Kusten kom med på Unescos lista över världsarv.	1	2	3	4	5
16. Områdets nya status som Unescos världsarv har attraherat fler turister till Höga Kusten.	1	2	3	4	5
<b>C. ÅSIKTER OM LOKALOMGIVNINGEN</b>					
17. Jag tycker att man bäst kan beskriva Höga Kusten som ett turistmål där världsarvet har stor dragningskraft.	1	2	3	4	5
18. Satsningen på skärgårdsutveckling ger synbara resultat i form av ökat antal besökare till världsarvet Höga Kusten.	1	2	3	4	5
19. Enligt min åsikt representerar skogs- och lantbruket samt småföretagandet bäst näringslivet i Höga Kusten.	1	2	3	4	5
20. Kommunen borde satsa mera på vindkraftsutveckling i Höga Kusten än på turismutveckling.	1	2	3	4	5
21. Botniabanan bidrar till ökat antal besökare i Världsarvet Höga Kusten	1	2	3	4	5
22. Jag vill lära mig mera om världsarvet Höga Kusten.	1	2	3	4	5
<b>C. TURISMENS PÅVERKAN</b>					
23. Trafik- och parkeringsproblemen har ökat i Höga Kusten till följd av den ökade turismen.	1	2	3	4	5
24. Efterfrågan och priserna på fastigheter i Höga Kusten har ökat till följd av turismen.	1	2	3	4	5
25. Livskvaliteten i Höga Kusten har sjunkit på grund av turismen.	1	2	3	4	5
26. Det finns mera förorening och skräp i Höga Kusten på grund av turismen.	1	2	3	4	5
27. Turismen har sparat ur och är alltför dominerande i Höga Kusten.	1	2	3	4	5
28. Turismen har höjt levnadskostnaderna i Höga Kusten.	1	2	3	4	5
29. Turismen har förbättrat servicen i affärer, restauranger och inkvartering lokalt.	1	2	3	4	5
30. Lokala företag har blivit alltför beroende av turismen och bryr sig mindre om ortsbornas behov.	1	2	3	4	5
31. Höga Kusten känns inte längre som "mitt" efter alla förändringar som Unesco och turismen har fört med sig.	1	2	3	4	5
32. Tack vare turismen finns det fler arbetstillfällen för ortsborna.	1	2	3	4	5

1 = helt av annan åsikt, 2 = håller inte med, 3 = är lite osäker, 4 = håller med 5 = instämmer helt

8. Jag tyckte vi hade det bättre innan Unesco tog upp oss på sin lista över världsarv.	1	2	3	4	5
9. På det hela taget har vi nytta av Höga Kustens status som Unescos världsarv.	1	2	3	4	5
10. Tack vare Unesco-utmärkelsen känner jag mig mycket optimistisk när det gäller Höga Kustens framtid.	1	2	3	4	5
11. Det satsas alltför lite på marknadsföring av Höga Kusten som ett Unesco världsarv.	1	2	3	4	5
<b>B. VÄRLDSARV OCH ALLMÄNT OM TURISM</b>					
12. Utan status som Unescos världsarv skulle turismen i Höga Kusten minska.	1	2	3	4	5
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14. Turisterna skulle komma hit ändå fast Höga Kusten inte skulle vara ett av Unesco utnämnt världsarv.	1	2	3	4	5
15. Antalet företag inom turismen har ökat i området sedan Höga Kusten kom med på Unescos lista över världsarv.	1	2	3	4	5
16. Områdets nya status som Unescos världsarv har attraherat fler turister till Höga Kusten.	1	2	3	4	5
<b>C. ÅSIKTER OM LOKALOMGIVNINGEN</b>					
17. Jag tycker att man bäst kan beskriva Höga Kusten som ett turismål där världsarvet har stor dragningskraft.	1	2	3	4	5
18. Satsningen på skärgårdsutveckling ger synbara resultat i form av ökat antal besökare till världsarvet Höga Kusten.	1	2	3	4	5
19. Enligt min åsikt representerar skogs- och lantbruket samt småföretagandet bäst näringslivet i Höga Kusten.	1	2	3	4	5
20. Kommunen borde satsa mera på vindkraftsutveckling i Höga Kusten än på turismutveckling.	1	2	3	4	5
21. Botniabanan bidrar till ökat antal besökare i Världsarvet Höga Kusten	1	2	3	4	5
22. Jag vill lära mig mera om världsarvet Höga Kusten.	1	2	3	4	5
<b>C. TURISMENS PÅVERKAN</b>					
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26. Det finns mera förorening och skräp i Höga Kusten på grund av turismen.	1	2	3	4	5
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29. Turismen har förbättrat servicen i affärer, restauranger och inkvartering lokalt.	1	2	3	4	5
30. Lokala företag har blivit alltför beroende av turismen och bryr sig mindre om ortsbornas behov.	1	2	3	4	5
31. Höga Kusten känns inte längre som "mitt" efter alla förändringar som Unesco och turismen har fört med sig.	1	2	3	4	5
32. Tack vare turismen finns det fler arbetstillfällen för ortsborna.	1	2	3	4	5



För varje nedanstående fråga (frågorna 55 - 68), kryssa för ett (1) för dej personligen lämpligt alternativ.

55. Jag som fyllt i formuläret är: ☐ man ☐ kvinna
56. Ålder: ☐ 18-35 ☐ 36-45 ☐ 46-55 ☐ 56-65 ☐ över 65
57. Är du företagare? ☐ ja ☐ nej
- Om du svarat ja, inom vilken kategori? ☐ jord- och skogsbruk ☐ livsmedelsproduktion  
☐ turism och hantverk ☐ annan
58. Har ditt yrke eller ditt företag direkt anknytning till turismen? ☐ Ja ☐ Nej
59. Högsta utbildningsnivå (kryssa en): ☐ grundskola/folkskola ☐ gymnasium/institut/yrkesskola  
☐ universitet/högskola ☐ annan
60. Bosatt i: ☐ Docksta ☐ Klockarstrand ☐ Mjällom ☐ Nora/Torrum ☐ Nordingrå  
☐ Ullånger ☐ Arnäsvall ☐ Bjästa ☐ Domsjö ☐ Köpmanholmen  
☐ Ulvöhamn ☐ annan ort, vilken? \_\_\_\_\_
61. Antal år jag bott eller haft sommarstuga i Höga Kusten: ☐ mindre än 5 år ☐ 5-10 år ☐ 11-20 år  
☐ 21-40 år ☐ mer än 40 år
62. Permanent bosatt i Höga Kusten: ☐ ja ☐ nej
63. Om inte permanent bosatt: Den sammanlagda tiden jag bor i Höga Kusten per år  
☐ 1-2 månader per år ☐ 3-5 månader per år ☐ över 6 månader per år
64. Inverkade världsarvet på ditt beslut för att flytta hit ifall du flyttade till orten efter 2000?  
☐ Nej ☐ Ja. Om ja, på vilket sätt?

**Slutligen några frågor om hushållet:**

65. Antal personer i hushållet dig själv medräknad.
- |       |              |       |          |
|-------|--------------|-------|----------|
| Ålder | 0 – 6 år     | _____ | personer |
|       | 7 – 17 år    | _____ |          |
|       | 18 – 64 år   | _____ |          |
|       | 65 år fyllda | _____ |          |
66. Hushållets hemspråk: ☐ svenska ☐ annat språk, vilket? \_\_\_\_\_
67. Hushållets årliga brutto inkomstnivå: ☐ under 150 000 SEK ☐ 150 000 – 250 000 SEK  
☐ 250 000 – 350 000 SEK ☐ 350 000 – 450 000 SEK ☐ 450 000 – 550 000 SEK  
☐ över 550 000 SEK

68. Övriga kommentarer:

## Appendix 10. Interviews in Kvarken and High Coast, 2011

### I. Reference group interviews together with Wanda E. George, 2011

#### **A. Kvarken Archipelago (Finland)**

##### **April 27**

Helena Hurme, Head of the department of Social Sciences, Åbo Akademi University  
Peter Ehrström, Editorial writer, Vasabladet

##### **April 28**

Kenth Nedergård, Project manager, Bothnia Tourist Association  
Peter Björk, Associate Professor, HANKEN School of Economics  
Tore Weijola, University teacher, Åbo Akademi University

##### **April 29**

Vesa Heinonen, World Heritage guide, Terranova  
Anita Storm, Project manager, Kvarkenrådet  
Johanna Carlsson, Restaurant manager, Björkö Vårdshus  
Göran Lönnbäck, Restaurant entrepreneur, Björkö Vårdshus

##### **April 30**

Johanna Söderholm, PhD candidate and second home owner  
Sovleig Pätt, World Heritage guide, Terranova

##### **May 2**

Ann-Sofi Backgren, Project manager, Korsnäs municipality

##### **May 3**

Camilla Westermarck, International student coordinator, Åbo Akademi University  
Olav Jern, Executive Director, Regional Council of Ostrobothnia

##### **May 4**

Students at the Åbo Akademi Rural studies' unit: Nora Brandt, Kenneth Nordlund,  
Elisabeth Hästbacka, Johanna Söderholm, Ville Klemets

##### **May 5**

Jeanette West, Entrepreneur, Bergö Post Office and Stable Wild West

#### **B. High Coast (Sweden)**

##### **September 19**

Ulf Breitholtz, Development Manager, Kramfors municipality  
Janne Mellander, Business Developer, Kramfors municipality  
Mats Löfroth, General Manager High Coast Hotel and Chairperson High Coast Tourism

Maria Lundkvist, Project Manager, Destination Höga Kusten

Kajsa Åberg, Local in Näsviken and Entrepreneur, Light House B&B Högbonden

## September 20

Siv Sandberg (Tourism Manager), Bosse Edman (Leisure Manager), Lena Finne-Jansson (Research Coordinator), Örnsköldsvik municipality

Anna-Lena Häggqvist-Christianson and Blair Christianson, Entrepreneurs, Rövarbyn and Café Naturum Höga Kusten; Tero Libell, Instructor, Via Ferrata

Anna Carlemalm, Manager, Naturum Höga Kusten

Magnus Malmborg, General Manager, Ulvö hotel

Curt Sundqvist, Owner, Höga Kusten båtarna

## II. Interview guide, 2011

- Introduction and questions about the respondents' background and affiliation to the World Heritage area
- Describe the Kvarken/High Coast area before World Heritage designation and after
- Who are managing?
  - Who are the governing bodies (gender, age and education)
- Communities
  - Role of local communities
  - Broad picture/description of their work
  - Lay vs. expert knowledge
  - Tacit vs. explicit knowledge
  - Enhancement of/by management/officials
  - Description of management team
  - What is the input from the management team?
  - Are the existing governing structures a representation of the locals?
- Awareness of WH Convention
  - We have official programs but do we need 'ordinary' programs?
  - Need for input in curriculum > local development and engagement?
- Knowledge transfer
  - Why?
  - Knowledge resources; who are the 'experts' locally?
  - How incorporated in management systems/mechanism?



## **Appendix 11. Projects relating to the World Heritage Kvarken Archipelago 2006–2018**

Sources: Mathias Högbäck (Aktion Österbotten), Kenth Nedergård (Föreningen i Världsarvet Kvarken r.f.), Mikael Nygård (Aktion Österbotten/KAG), Anita Storm (Firma Anita Storm), Guy Svanbäck (Österbottens Fiskarförbund r.f)

One lead part may have administered one or several projects. The projects have been carried out in Areas A, B, on the whole World Heritage area, or on a transnational basis.

### **1) Projects directly related to the World Heritage Kvarken Archipelago have been carried out within the following disciplines:**

- Creative industries
- Education
- Environment
- Tourism

Lead parts of projects directly associated with the World Heritage Kvarken Archipelago

- Björkö Delägarlag/Skifteslag (Tourism)
- Björkö Fornminnesförening r.f. (Tourism)
- Fastighets Ab Havets Hus (Tourism)
- Korsholms kommun (Environment)
- Korsnäs kommun (Tourism)
- Kvarkenrådet (Education, Tourism)
- Forststyrelsens Österbottens naturtjänster (Tourism)
- Norra Korsholms skola (Education)
- Österbottens Hantverk r.f. (Creative industries)
- Österbottens Turism (Tourism)

### **2) Projects indirectly related to the World Heritage Kvarken have been carried out within the following disciplines:**

- Education
- Energy
- Environment

- Fishery
- Food
- Infrastructure
- Regional development
- Technology
- Tourism

Lead parts of projects indirectly associated with the World Heritage  
Kvarken Archipelago

- Ab Företagshuset Dynamo (Regional development, Fishery, Food)
- Away tourism (Tourism)
- Bergö Fiskargille r.f. (Tourism)
- Bergö If (Regional development)
- Bergö Öråd r.f. (Regional development)
- Björkö delägarlag (Regional development, Tourism)
- Björkö fiskelag (Tourism)
- Finlands svenska Marthaförbund r.f. (Fishery)
- Forststyrelsen (Environment)
- Jyväskylän ammattikorkeakoulu (Tourism)
- Korsnäs kommun (Regional development)
- Korsholms kommun (Tourism)
- Korsholms kommuns vuxeninstitut
- Kustens skogscentral (Fishery)
- Kvarkenrådet (Food)
- Levon-instituutti, Vaasan Yliopisto (Tourism)
- Länsstyrelsen Västerbotten (Environment)
- Malax museiförening (Tourism)
- Molpe Byaråd r.f. (Regional development)
- Molpe Marthaförening r.f. (Regional development)
- Molpe Uf Enigheten r.f. (Regional development)
- MTT-forskningscentralen för jordbruk (Fishery)

- NMT-centralen (Regional development)
- Pelargonia (Regional development)
- Pohjola Nordens distrikt i Österbotten r.f. (Regional development)
- Replot skärgårds hembygdsförening (Fishery)
- Salteriet Ab (Regional development)
- Storskärs Intresseförening r.f. (Regional development)
- Stundars r.f. (Regional development)
- Svenska Österbottens Ungdomsförbund r.f. (Regional development)
- Södra Vallgrunds samfällighet (Regional development)
- SÖFUK/Kulturösterbotten (Regional development)
- Umeå kommun (Food)
- Vasa Yrkeshögskola (Energy, Regional development, Technology, Tourism)
- Vasa Energiinstitut (Energy, Technology)
- Vaasa University (Energy, Technology)
- Wasa Segelförening r.f. (Tourism)
- VASEK (Regional development)
- Västra-Finlands miljöcentral
- Yrkeshögskolan Novia (Environment, Fishery)
- Österbottens Fiskarförbund r.f. (Fishery)
- Österbottens Förbund (Regional development)
- Österbottens Yrkesfiskare fackförbund (Fishery)
- Österbottens Yrkesfiskare r.f. (Fishery)





Kristina Svells

# World Heritage Governance and Tourism Development

A study of public participation and  
contested ambitions in the World  
Heritage Kvarken Archipelago

This PhD thesis examines public participation in  
processes prior and after the designation of the  
Kvarken area into a UNESCO World Heritage site  
in 2006. The study examines public participation  
with a special focus on World Heritage governance,  
tourism development and transnational learning.

# Världsarvsförvaltning och turismutveckling

En studie i offentligt deltagande och  
omtvistade ambitioner i världsarvet  
Kvarkens skärgård.

Doktorsavhandlingen behandlar offentligt  
deltagande i processer före och efter utnämningen  
av Kvarkens skärgård till världsarv 2006. Studien  
undersöker offentligt deltagande med fokus  
på världsarvsförvaltning, turismutveckling och  
transnationellt lärande.



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